

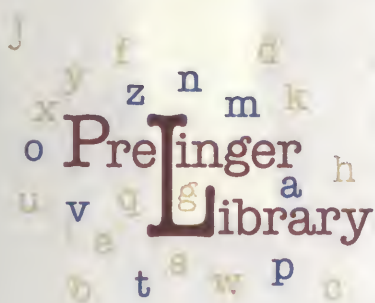
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VOLUME II

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The Editor Prophesies

A Warning

There is enough of the element of risk in prophesying to make it exhilarating—even though the prophet be an editor who has power of life and death over the articles that are submitted to him. The trouble is that while he can pronounce a sentence of death, or reprove an article that promises to improve after a short term of imprisonment in the custody of its author, he cannot call articles into existence, or forecast absolutely the date of their birth, at least so long as writers are subject to illness and other vicissitudes. In spite of this the prophesies of editors are probably more often fulfilled than those of any other adepts at that gentle art, including, of course, the clerk of the weather.

A Mid-Winter Trip

In February, accompanied by all our readers, we shall visit Los Angeles, than which no more delightful spot could be found for a winter sojourn. John W. Mitchell, Esq., Secretary of the Municipal Art Commission of that city, will be our guide, and will show us not only the city that is but the city that is to be when the recently adopted plans shall have been carried into execution. Los Angeles is entitled to be accorded the place of honor in that issue because it has perhaps more civic organizations actively working for the city's welfare than any other American city.

Disposing of the City's Waste

In the February issue also will appear the first of a series of articles on Refuse Disposal by William F. Morse, a sanitary engineer of eminence. These articles will not be technical, but are designed to enable intelligent citizens to know whether the methods in use in their cities are modern and economical, and so to fortify them with facts that they will become the earnest backers of the City Engineer when he asks authority and appropriation to move from the nineteenth century into the twentieth.

A New Departure

Later the subjects of water supply, paving and street cleaning, sewerage, street and park lighting, and tree planting and preservation, will be dealt with by experts, but not for experts, who have available an abundance of technical publications. In this respect, as in every other, "The American City" will be edited solely for the millions of city dwellers who care nothing for technical details, but whose health and comfort depend upon the adoption of right methods, the broad principles of which they are quite competent to understand, but which have never been placed before them.

Other Good Things in Store

Among other articles which will appear in early issues are "The League of American Municipalities," the story of which will be told for the first time by its President, Hon. David E. Heineman, an Alderman of Detroit; "The Limits of City Beautification," by Frederick Law Olmsted, Professor of Landscape Architecture, Harvard University; "City Government by Commission," by Carl Dehoney, Secretary of the Mercantile Club of Kansas City, Kan., which has recently adopted this form of government; "Health and Art in Municipal Life," by Dr. Richard Olding Beard, Professor of Physiology in the University of Minnesota.

A Bird's-Eye View

If those whose acquaintance with "The American City" begins with this issue will add its table of contents to the list of articles just given, and then consider the contents of our first volume (as shown in the Index at the end), they will be able to form a fairly accurate idea of the scope of the only popular American periodical which is devoting itself heart and soul to the cause of beautifying and bettering our cities. That such a publication was needed has been abundantly shown by the cordial welcome that has been accorded it by the active civic workers throughout the land.

The Dawning of a New Day

Heretofore American cities have, like Topsy, "just growed," and so they have naturally grown more or less topsy-turvy. That day is passing. The municipality—city, town, village,—is being recognized as the greatest factor in our social, commercial and political life. It must be intelligently and earnestly and systematically planned for. Its future is worthy of the best thought of our best citizens. Knowledge of conditions, possibilities, and methods of accomplishment is a prerequisite to progress that shall be purposeful rather than blundering. It is this knowledge which "The American City" will give to its readers, through the pens of the men and women who have themselves helped to solve some of the problems of their own cities.

A Hundred Thousand Readers Wanted

A magazine that is edited with a purpose wants readers, not merely to swell its subscription list, but because every reader becomes inevitably a new center of civic intelligence, an added force for civic righteousness, a more efficient worker for civic betterment. That is why we want you to be a reader, and why, if you are already a reader we want you to get your friends also to be readers of "The American City."

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Address of Welcome to the National Municipal League and the American Civic Association

By Elliott H. Pendleton

Chairman Cincinnati Citizens' Reception and Entertainment Committee

As the representatives on this occasion of the forty-two organizations which have been accorded the privilege of acting as your hosts during the important conference for good city government which begins with this session, I should be derelict in my duty if I did not endeavor to impress upon you at the outset how highly your hosts appreciate the honor of receiving and entertaining men and women engaged in the promotion of such objects as the National Municipal League and the American Civic Association were organized to accomplish. In coming to Cincinnati, my friends, I can assure you that you have come to a community that is in sympathy with your aims and purposes and in which you will find many earnest and patriotic men and women ready, willing and anxious to join forces with you to the end that American municipalities shall be made the best governed cities in the world.

We of Cincinnati, my friends, are and have been for many years intensely interested in the problems to the solution of which you have been devoting your best thought. There has been a great civic awakening in Cincinnati. We have been striving earnestly for the betterment of municipal conditions. The results have been most encouraging. The progress made within a brief period has been marvelous.

A complete revolution of policy with respect to our public schools has been effected. Our levy for school purposes is now more than twice what it was only four years ago. Medical inspection has been provided. Manual training and the teaching of civics have been introduced. The merit system now applies to the selection and promotion of teachers. A separate school board ballot without party emblems or party designations has been secured. A law was enacted providing for a small school board of seven to be elected at large to supplant our cumbersome board composed of twenty-seven, twenty-four of whom are elected by wards and three at large. Unfortunately this law

was declared unconstitutional. The people of Cincinnati, however, will not rest until this desirable change in the size of the school board has been effected.

A comprehensive park plan has been adopted and a separate Board of Park Commissioners has been appointed to carry it into execution. Through the efforts, principally of the Woman's Club of Cincinnati, a number of playgrounds have been provided and others are to be established.

As a result of the completion of a new waterworks and filtration plant Cincinnati has for a year or more been supplied with absolutely pure water, in consequence of which the city's death rate has been materially reduced. Typhoid has been practically eliminated. As a result of a vigorous and persistent campaign the purity of the city's milk supply has been greatly improved. A separate board to deal with health and sanitation problems has been created, and because of its personnel the betterment of health conditions may be predicted with confidence. Work on a new hospital is well under way and appropriations for its completion have been made. The design is that which is known as the cottage plan. When finished Cincinnati's new hospital will be without a superior in the country.

Within a year the city has been supplied with natural gas in abundance and it is not likely that the supply will diminish for many years to come, if ever. It may now be said that Cincinnati has wellnigh solved her smoke problem.

In recent years Ohio has enacted a uniform municipal accounting law; also a law prohibiting corporations from making contributions to political parties, and a statute making direct primary nominations compulsory for all municipal officers. A new form of government for Ohio municipalities, centralizing authority in the Mayor, and providing for the introduction of the merit system, is to go into full effect on the first of next January. A Bureau of Municipal Research has been established.

Is not such a record of things accomplished encouraging? Are there many other American cities that can point to greater progress? The results achieved have been so satisfactory that both the leading political parties claim credit for having brought them about—a most happy state of affairs, as under these circumstances there is no likelihood of retrogression with respect to the advances enumerated. Just between us, however, my friends, all of these good things would not have been accomplished had it not been for the inspiration which Cincinnatians derived from the great work which you have so successfully carried on. We are grateful for the aid, inspiration and encouragement which we have received from you in the past and shall hopefully look to you for cooperation in the future. On our part we pledge you that we shall do our utmost to promote the higher ideals of civic life for the advancement of which your associations have contributed so much and which through your efforts will become the governing impulse of all patriotic Americans and the common heritage of future generations.

At the present hour the most inviting field for the man who has consecrated himself to an ideal is the American city. Here is to be worked out the problem of what shall be the destiny of the nation—whether we shall be a people prosperous and happy or an army of despondent and despairing

serfs. In line with this thought I close with these words of Henry Drummond:

“To make Cities—that is what we are here for. He who makes the City makes the world. After all, though men make Cities, it is Cities which make men. Whether our national life is great or mean, whether our social virtues are mature or stunted, whether our sons are moral or vicious, whether religion is possible or impossible, depends upon the City.”

NOTE.—The organizations which acted as hosts on this occasion were: University of Cincinnati, Business Men's Club, Chamber of Commerce, City Club, Optimists' Club, Commercial Club, Woman's Club, Municipal Art Society, Associated Organizations, Bar Association, Harvard Club, Civil Service Reform Association, Federated Improvement Associations, Taxpayers' Association, Yale Club of Cincinnati, Industrial Bureau, Board of Health, Bureau of Municipal Research, Schoolmasters' Club, Principals' Association, Smoke Abatement League, Honest Elections Committee, Board of Park Commissioners, Cincinnati Chapter American Institute of Architects, Central City Improvement Association, Cincinnati Convention League, College Hill Improvement Association, Linwood Improvement Association, Westwood Improvement Association, Evanston Welfare Association, Sedamsville-Riverside Business Club, Associated Charities, Greater Park League, Academy of Medicine, Civic Association, Press of Cincinnati, Anti-Tuberculosis League, Automobile Club, and Real Estate Exchange.—EDITOR.

A Successful Joint Meeting

Last November there was a notable gathering of civic workers in Cincinnati. The occasion was the fifteenth annual meeting of the National Municipal League, and the fifth annual meeting of the American Civic Association, which for the last three years have held their annual meetings jointly. The attendance was larger than at any previous meeting, the interest shown by the citizens of Cincinnati being partly responsible therefor. How great that interest was is shown by the fact that forty-two local organizations united in acting as hosts to the visiting associations. In this respect

Cincinnati greatly exceeded all previous records, a fact which indicates both how rapidly this movement for civic betterment is growing, and how general is the appreciation of the work that is being done by the two organizations which met in joint session.

Five of the addresses delivered at this meeting appear in this issue; others will find a place in future issues. These five were selected because each deals with some phase of the work that is being carried on by various organizations for the improvement of Cincinnati.

The Plan of Cincinnati*

By George E. Kessler

Landscape Architect to the Park Commission of Cincinnati

Cincinnati has rugged scenery, level country, every opportunity in fact, inclusive of what is today a hopeless water front. It has the wealth, the ambition, the energy, to do nearly everything else but dress itself.

I would first like to call attention to the real difficulty of city planning, especially with reference to parks and parkways and means of communication by way of such parkways and other driveways. Perhaps few of you realize, until you try, that cities are planned the same way to begin with, and then they exploit the hope of future population, leaving to the holder of real estate or land the actual planning for the future city. As the population grows one little bit of land after another, usually for very small profit, is subdivided for building ground. As a rule absolutely no attention is paid to the matter of communication and the possible need of reaching further out into the country as the city grows, and still less in tying new things into the old. The result is that city planning, at least in its element of park and parkway development, is a matter of rebuilding or reconstruction, pulling down the efforts—the mistaken efforts mostly—of earlier times, and rebuilding along the lines that are possible at the time the effort is being made to rebuild.

The Question of Cost

The first problem met with is usually that of costs. If the question of costs is not satisfactorily answered it invariably means failure to accomplish anything. There is hardly a city in the country that could today reconstruct itself under ten years, twenty-five years, or much longer, to carry out such a course as is suggested here for the improvement of Cincinnati along lines that are really very simple, perfectly natural, making use of topography that makes possible the means of communication. You

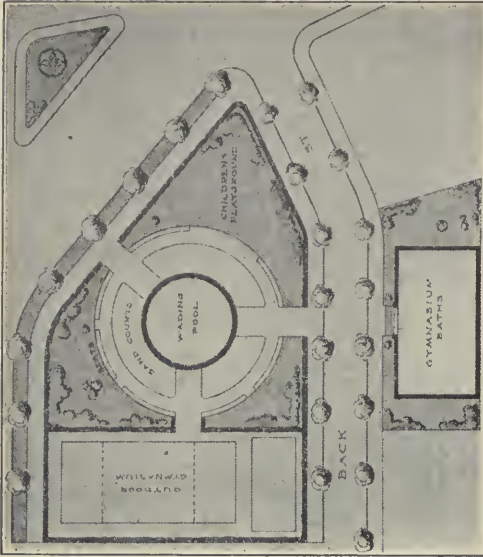
need not be frightened at the ultimate aggregate cost, and believe that each individual will have to pay the whole sum the first year. You see that our practical men, our wealthy men, who often guide public affairs, would realize that it takes so much time to accomplish these results that in reality each year the expenditure is very, very small. A community like this especially, that is able to build a great railroad, maintain tremendous manufacturing institutions, with all its great facilities and tremendous savings accounts, could undertake this work and would find it minor as compared with any one of the commercial problems that are being undertaken almost every day. I believe that picture of Boston sleeping, shown upon the screen this morning, represents very fully in this respect today a certain portion of Cincinnati. On the other hand there is a very large part of Cincinnati that is fully awake, that is attempting to do things, and will—if it makes noise enough to awaken the whole town.

The Topography of Cincinnati

The Ohio River is the base line for everything in this city, and because of the practical side of things as represented by the needs of the commercial use thereof, no attempt whatever has been made in this plan to occupy an inch of the river front, that being left to some future development.

But you have a great plain, or second bottom of the river land, on which the city naturally built its business area, then also its residential district. The latter is gradually being absorbed by business and manufacturing and railways, so that in time that lower level will be devoted exclusively to business. Very fortunately for Cincinnati it has its beautiful hills just above, in close touch with the business center. Perhaps you cannot realize that the difference in altitude is nearly 400 feet between the river front and Walnut and Price Hills, with all their attendant opportunity for magnificent views when you have solved the smoke

* From an address delivered before the last annual meeting of the American Civic Association, at Cincinnati.



PLAN FOR MOMICKEN AVENUE PLAYGROUND

problem and can see the lower levels from above.

Using the business center as a basis for this whole general plan, it was found that the early efforts at transportation brought about the Miami and Erie Canal, which reached at one time to the Ohio River but now stops in the business center. We, without interfering with the original demand for transportation, were moved to use such a line also. It seemed perfectly possible to bring about the use of a main stem or boulevard directly from the business center north into Millcreek Valley.

The canal follows this general line out across the base of Clifton hills, out through the Village of Clifton and villages to the north and through the Millcreek Valley out towards Northern Ohio.

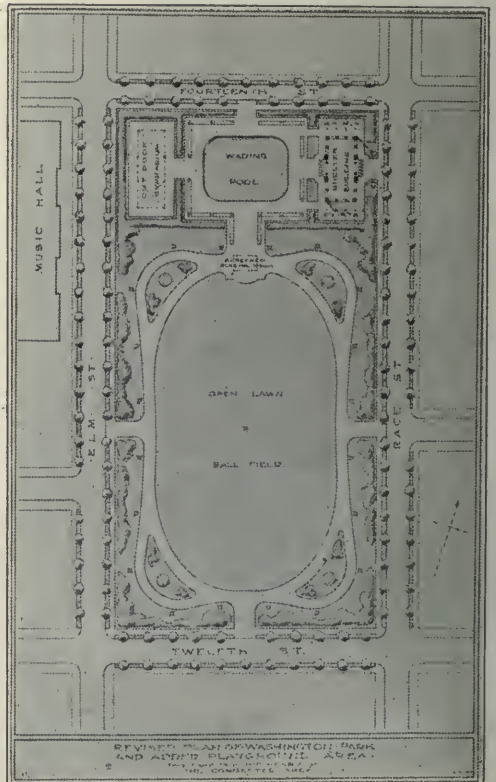
Right near the very center of the city, was suggested that a dignified municipal center might be, should be and perhaps will be built. I believe, when we study American cities, you will find very few opportunities like it and certainly not many at as reasonable a cost in comparison with the values to be gained. Using that as a center, and the canal and the level land near it, along into the hills of Mt. Auburn and Clifton, finally you tie at once into all of the outlying as well as inner segments.

Park and Playground Plans

Cincinnati owns today about five hundred and thirty acres. It is not absolutely

poor in that respect. It has two beautiful parks which are very good, but not enough; and it has a number of recently established playgrounds in densely populated districts. Eden Park occupies one of the high points of the city overlooking the very beautiful Ohio Valley, particularly the hills on the Ohio side, and largely showing the really glorious views of the Kentucky shore and the prominent points on the western hills to Mt. Echo. Then you have Burnet Woods, beautiful in itself, in the residential district of Clifton, and nothing else except the very few very valuable downtown playgrounds, some of them recently established and some of them old, and all of them serving in a measure the needs of the population on the lower level.

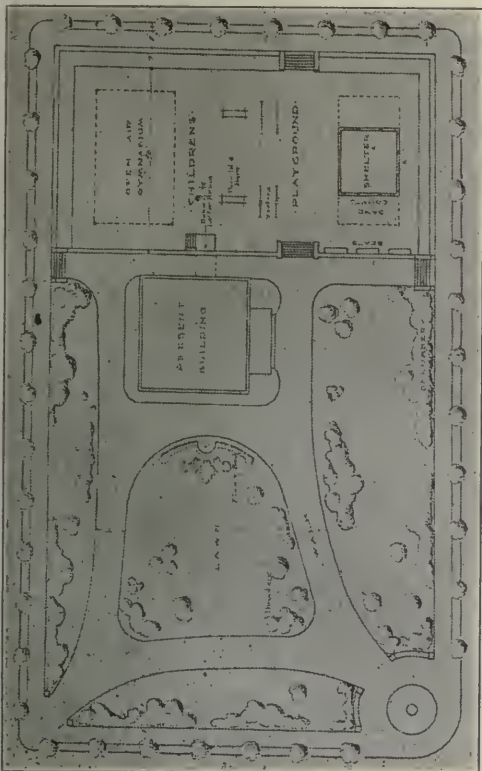
In this general scheme the local playgrounds problem was not thought to be solved, excepting as it was possible to acquire enough to serve present purposes, in sections that were very congested, the city government having already done something in that direction, things that were only recently and finally accomplished.



This was also done in the hope that another department of the city government might in time realize its own opportunities, and inasmuch as their buildings, the school department buildings, reached directly more people than any park department may, the school department is using its opportunities for affording playgrounds. The general basis for the entire system is the use in the main of the rugged ground, and Cincinnati certainly has plenty of that, for parkways that in themselves would supply the usual pleasure driving, the local parks with ample area, and the opportunity for direct betterment of appearance of those particular sections, taking out of the market land that would ordinarily be, and was in fact, used in the very worst possible way. You would thereby be doing two things, aside altogether from the final value to civic pride in the possession of beautiful things. You would be giving an easy opportunity to strangers to see our city, and an opportunity of seeing it and enjoying it ourselves. The hills themselves supply every opportunity for most beautiful scenery, and they become



PLAN FOR PLAYGROUND IN LINCOLN PARK



PLAN FOR LYTLE PARK

incorporated in the entire landscape whether the city owns them or not, and are as fully enjoyed as a part of the park system which the city or the citizens own themselves. Coming down from Walnut Hills to the river bottoms we have miles in length of scenery that will equal anything in the country. The same is true of the Western Hills. Then we have the lower banks of Mt. Auburn and Mt. Adams and intervening lands upon which we can place bits of green instead of the beautiful enterprise of bill-boards, which fortunately, smoke covers at most times. On the extreme east, at the mouth of the valley of the Little Miami River, is a large bit of land subject to overflow at times, which can be utilized for athletic grounds and driveways.

Large Cities Cannot be Rebuilt in a Day

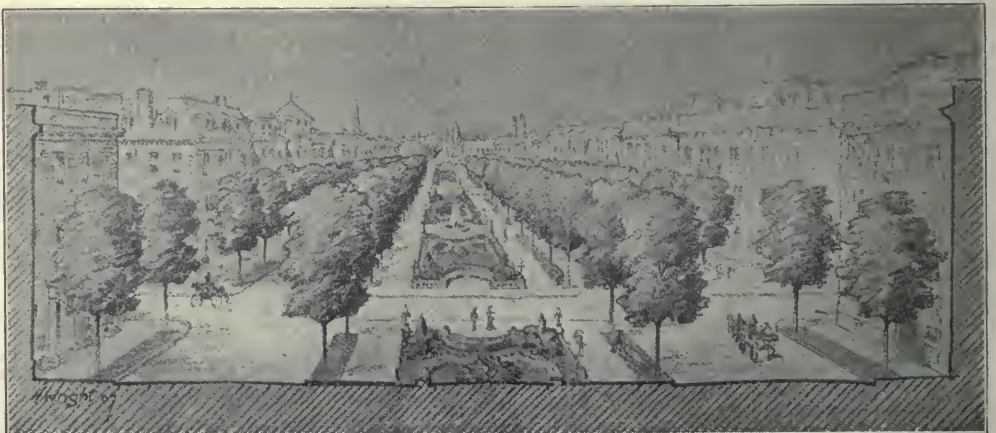
The great difficulty with this, as in most American cities, is that it will require twenty-five to fifty years to carry out the plan; and it is for that very reason that Mr. Nolen emphasizes the fact that the smaller cities present greater opportunities than the



PRESENT APPEARANCE OF THE CANAL, WHICH BECOMES CENTRAL PARKWAY, SHOWING THIS BROAD RIGHT OF WAY, NOW UNSIGHTLY AND OF LITTLE VALUE

large cities for civic planning. In these large cities it means a terrific expenditure of energy and money and is something that most citizens would be fearful to do. In this city a very great effort was made by all its civic bodies, and it was made possible through legislative action to get a foundation, and then matters had to go to sleep. In the course of the last year just a little has been done towards the execution of this general scheme, and that is the purchase of the land on the summit of Mt. Echo,

which will give that community on the west a very beautiful piece of park property. But so far no action has been taken on the beautiful section off in the extreme west in the beautiful valley that reaches down into Millcreek and the lands below Clifton, some of the finest suburban sections in the United States. Nor has anything been done to what is known as Bloody Run in the early history, at least, or Duck Creek, though in these places there is magnificent scenery that could be taken advantage of.



CENTRAL PARKWAY AS IT WILL APPEAR, LOOKING SOUTH FROM LIBERTY STREET



PLAN FOR THE PARK AND PARKWAY SYSTEM OF CINCINNATI, PREPARED BY GEORGE E. KESSLER,
AND ADOPTED BY THE PARK COMMISSION

But the city is still making an effort, and I am sure that it is very fortunate for Cincinnati just at this time that the American Civic Association has been here and has presented such papers that should convince the greatest of its opponents that these

things are necessary to the life of a city, not a question of indulgence, but an absolute need in giving to its citizens the opportunity comfortably to enjoy their lives in a busy, wealthy, ordinarily energetic community.



Smoke Abatement in Cincinnati

By Matthew Nelson

Superintendent of the Smoke Abatement League of Cincinnati

I much regret that it should be so, but the visitors to our city today will have the fact impressed upon their minds that Cincinnati is neither a "smokeless" nor a "spotless" town. Nevertheless, had they been here two years ago they would undoubtedly now admit that some good work has been done in the elimination of smoke from many of the Cincinnati stacks. Nature has been overwhelmingly consider-

ate to some cities in giving them waterfalls for power purposes, whilst we have to be thankful for bituminous coal. I rejoice to say, however, that even if it prove only a temporary substitute, we have been using natural gas for about two months with the most desirable results, and the demand of merchants and manufacturers for it is increasing rapidly. The Gibson House Hotel whose stack is directly opposite the Sinton, together with the Havlin Hotel two blocks away and the Burnet House close

by, are now smokeless, although at one time the emanations of smoke from them presented one of the greatest nuisances in the city. The former hostelry was one of the first to use natural gas. Sincerely do I trust that the price of the material may not prove prohibitive, and that the supply will be inexhaustible.

The large Power Building at Eighth and Sycamore for the past year has been a standing monument of what a good appliance and careful firing will do. The stack has been and is absolutely smokeless, and

the saving in coal bills has been over twenty-five per cent. What between its factory stacks and the locomotives Eggleston Avenue two years ago was one of the dirtiest and most disagreeable districts in the city. Next time you are passing glance down it. Although there are some 20 stacks along that avenue, I believe nearly all are smokeless.

Many of our East End residents have

doubtless observed the conduct of the Traction Company's stacks at Pendleton, and I think they must admit, that for a plant of its size, the stacks are doing most excellent work. In fact they too are almost smokeless. I wish I could say the same with regard to our new water work's plant at the foot of Torrence Road.***

One day last week I happened to be in one of the most smoky districts in the city watching two stacks, the owners of which I arrested a month ago. In my line of view I counted nearly

forty stacks, the two to which I refer being the only smokers. It is needless to say that I was much pleased on observing this improvement.

We should have much more coöperation in our work from the architects than we are receiving. Some of these gentlemen are either extremely ignorant on the subject of furnaces and boilers and how they should be built and set, or they are wilfully ignoring the scientific laws of construction and consistent boiler settings. For example: our newly erected skyscraper at Seventh and Vine has its furnaces and stokers under the sidewalk on Seventh



MATTHEW NELSON

* An address delivered before the last annual meeting of the American Civic Association, at Cincinnati.

Street, and instead of the smoke stack being erected right over these, it was placed at the far end of the building, sixty feet away, necessitating, of course, an immense breaching of the same number of feet in length to convey the smoke to the stack. Do you wonder that this magnificent new building has added one more smoky chimney to our city? So long as plants are built in this manner we shall have smoky stacks, and this notwithstanding the fact, clearly established, that bituminous coal high in volatile matter can be burned with economy and absolutely without smoke. Plants having faulty furnaces and improperly set boilers are only able to operate up to about one-half, and never over three-fourths of their efficiency.

If merchants or manufacturers who contemplate the erection of new buildings, or the making of alterations in their furnaces would submit their plans and specifications to the Smoke Abatement League *before they are signed up*, its officials will be more than pleased to give them, free of any charges, some very valuable information which may save them a great deal of money by having their furnaces properly constructed before they are fired. The great lesson to be learned here is to build the furnace so that the flame and the distilled gases shall not be allowed to come into contact with the boiler surfaces until combustion is complete. This lesson, however, can never be learned when boilers are set only twenty inches above the grate bars. On top of these grates a fire six or eight inches deep must be placed, leaving but fourteen or twelve inches clear space to the boiler. This is a condition which can produce nothing but smoke and a waste of greenbacks.

Locomotives have received as much attention as it is possible to bestow upon them with the two assistants I have, and I am glad to be able to announce to this meeting that the Pennsylvania Railroad informs me that every switch engine in their yards in Cincinnati has steam jets attached. This sounds lovely, but alas! like their brothers in manufacturing plants, the railroad engineer and fireman find it too much trouble to give the necessary half turn of the wrist to set the jet going; and many locomotives are consequently sending forth dense volumes of black smoke infinitely worse than those emanating from the stacks of large

factories. Perhaps if the city ordinance was amended to give the City Smoke Inspector and his deputies the power of arrest, so that crews of locomotives could be taken off their engines, and their trains could be stopped for violating the smoke ordinance, it might have a very wholesome effect.

The problem of smoke abatement evidently resolves itself into the problem of the production of perfect combustion. Probably twice as much coal is used in boiler furnaces, and six times as much in domestic fires as is theoretically required for the production of the effects obtained. Of course, much of this enormous waste could be prevented by improved methods of combustion, which would solve the smoke problem. Naturally dwellings greatly outnumber factories, and are partly responsible for the smoky condition of the atmosphere; but we have so many factories in this city, not to mention locomotives, to which our attention must be given, that we are not quite prepared to take the question of dwellings into consideration except in very chronic cases. ***

The evil effects of town air on plant life and human lungs, often attributed to preventable smoke, are in reality due to the non-preventable sulphuric acid as the active agent of destruction. This is produced from the coal during the process of combustion. It eats everything. Nothing escapes its voracity. It bites the bark off trees, ruins iron fencing, crumbles stone buildings, and at the present moment is eating the stone work of St. Paul and Westminster Cathedrals as well as the granite of our new skyscrapers.

It is not, of course, the business of any member of our staff personally to recommend a particular stoker, or any kind of coal to owners of plants. For obvious reasons we must not do this, but I maintain that it is our business to denounce any stoker, which, when it is purchased in good faith and installed, does nothing but smoke. Stokers which are sold like this particular one on a commission basis, which commission is, of course, paid by the purchaser whether he is aware of the fact or not, will never meet with the approval of the Smoke Abatement League's officials. The extreme opposite of this instrument infernal and intolerable is the stoker which is sold absolutely on its merits alone, and without the question of commission appearing at either end of the

transaction. To intending purchasers a few words of warning as to the kind of stokers *not* to buy would therefore not be amiss. One of the very best smoke preventers known is a good fireman, but alas? if he could be anything else he would not be a fireman; hence this good and careful servant is sadly lacking where most needed.

I regret to say that some of our city buildings are bad smokers. It was doubtless for this reason that the authorities of the city appointed a City Smoke Inspector! Owing to lack of funds the Smoke Abatement League's officials made but sixteen arrests last year. Up to the first of November of the present year, however, fifty arrests have been made, and six fines of \$25.00 and costs each have been imposed. A most vigorous campaign is still being carried on by the League. In fact, as Paul Jones once said, "we have just begun to fight." No one likes the introduction of an innovation, especially if it interferes with the old way of doing business dating fifty or more years back, and it is therefore occasionally necessary to make the arrest of a stubborn sinner in order that the Presiding Judge of the Police Court, to whom he *must* give a respectful hearing, can get a few words of wholesome advice into his ear. This gives me my opportunity, and I verily believe that at least ninety-five per cent of the persons whom I have arrested are today my best friends. Why? Simply because I have been permitted to show them that I could save them money in their coal bills if they followed the advice given them.

The actual annual waste of money through, shall I say, the careless and ignor-

ant handling of coal has been estimated at six hundred millions of dollars. As far as I can ascertain, however, this is merely a guess, and I believe the guess of an annual loss of a *billion dollars* would be much nearer the mark. Astounding figures like these should make the visit of the Smoke Inspector to a manufacturing plant an extremely pleasant one, but it is often the reverse, for he frequently is a silent listener to the anathemas hurled at his head, when he has a right to expect to be welcomed with showers of blessings.

The question of smoke abatement has now become wellnigh universal. The movement has come to stay, yet it is far from receiving the general attention it demands. Coal has, of course, its many virtues, but these are apparently counterbalanced by its greater vices, usually superinduced by the work of the inexperienced fireman or the grossly ignorant engineer. It was brought into use in London towards the end of the thirteenth century, and the smoke from it was considered so injurious to health that, during the reign of King Edward the First, proclamations were issued forbidding its consumption during the sitting of Parliament. In 1646 Londoners even petitioned Parliament to prohibit its injurious effect. For seven centuries, therefore, soft coal has been a most destructive element. Everything which has life, whether in earth, air or water, spends its existence and its life forces in a perpetual battle against death. Why, then, not help us to prevent coal, one of our most useful products, from becoming an auxiliary to the ever-conquering and still unconquered power of death?



Cincinnati's New Billboard Regulations*

By Hon. John W. Peck

Chairman of the Legislative Committee, Business Men's Club of Cincinnati

There is only one phase of the billboard nuisance that is really open to discussion, and that is the legal phase. It is hardly too much to claim that all interested and thinking men agree that the industry of outdoor advertising, as now carried on, transgresses all reasonable limits, and is to a great degree a nuisance. It is too much to claim that all outdoor advertising should be abolished. Under reasonable restrictions and at proper places the display of decent advertising matter is not injurious to the community, but the modern billboard industry inflicts itself upon society at improper places, in a grossly exaggerated way, and frequently sets forth matter which is baneful.

It is one of the strange anomalies of our modern civic life that we spend annually millions of dollars in the beautification of our cities by the development of parks, the construction of boulevards, the cultivation of trees, flowers and shrubbery, the erection of statues and fountains, and otherwise, and yet we permit the beautifying effects of all this painstaking expenditure to be to a great extent offset by the cheapest and commonest of disfigurements, the billboard. Under an arbitrary government no such evil as the billboard would be permitted. It is one of those abuses of constitutional privilege that we are subject to in this country of constitutional blessings. The questions worthy of discussion are, to what extent this nuisance can be abated, and how it can best be regulated.

It has been said many times that the public can restrain no man in the use of his property, except so far as is necessary to preserve the public health, the public safety and the public morals; and the favorite argument of the advocate of the billboard is that its homely presence, however distasteful, infringes none of these three public obligations, and that its existence is therefore sacred under the con-

stitution. That this has been so held by the courts of the last resort, in a number of our states, there can be no doubt. It is, however, equally true that by far the larger majority of the American states have never passed finally upon this subject through their highest courts, and that it is still an open question in them as to how far regulations may go. Ohio is among the number of those states which have not yet spoken that last word upon this subject, and we, here in Cincinnati, have hope that Ohio may be the first state



HON. JOHN W. PECK

to say a new word upon this subject.

The billboard is an offender in other ways than by merely offending the eye. It is a shield behind which loafers, and even criminals, are apt to meet. Vacant lots protected by high billboards form favorite loitering places for the idle. They obstruct the free passage of light and air, and unless properly constructed, they are dangerous in times of high wind. They are built of inflammable material, and are often a menace in that respect, especially at the present time of the year, when it is usual for men and boys to congregate in lots behind these billboards and build bonfires.

* An address delivered at the last annual meeting of the American Civic Association, at Cincinnati.

Billboards frequently bear advertising matter which is offensive and harmful to the morals of the young. These evils are unquestionably within the police power of a sovereign state. There is no constitutional immunity for an industry which creates these evil results and perverts morals. In these respects the billboard evil can be regulated, while even giving the fullest scope to the constitutional rights claimed for it.

We, here in Cincinnati, have for years been carrying on a war against the abuses of this business. Cincinnati is by nature one of the most beautifully located of American cities. It lies in a beautiful valley, surrounded by noble hills on every side. The rolling country and the beautiful rivers, the Ohio, the Great Miami, the Little Miami and the Licking, make the location for an inland city all that could be asked of nature. This beauty is largely destroyed by the presence of two nuisances, the smoke nuisance and the billboard nuisance. Our most beautiful views are crowned by advertising matter. The approaches to our handsomest suburbs are lined with similar displays.

The Leaders in the Fight

The Business Men's Club of Cincinnati is one of its most active institutions for civic good, and of its various committees none is more active than that known as the Municipal Art Committee headed by Mr. Murray Shipley, and it is largely through the efforts of this committee and its chairman that the fight against the billboard nuisance has been maintained. This fight has now culminated in the adoption of a code of regulations embraced in the building ordinance of Cincinnati.

Let me first say that there is nothing unusual in the constitution of the State of Ohio upon this subject. It contains the usual provisions for the inviolability of property rights, and these have been construed here very much as they have been elsewhere. The statutes of Ohio are silent upon the subjects of the regulations of billboards, except that they confer upon the cities such rights to regulate. The city, therefore, is in a position to enact any regulation that the State legislature might enact, so that it comes back at once to the question of constitutional law and what regulations are permissible under the constitution of the State. With this in mind,

we prepared our present code of billboard regulations. These regulations are directed toward, first, the character of material that may be used; second, the limiting of their height and area; third, raising them from the ground; fourth, maintaining an open space at the end; fifth, restricting their proximity to the street and maintaining the house line; and sixth, restricting the matter that may be exposed on them. These, with the exception, possibly, of the fifth, are all matters which are undoubtedly properly within the scope of the city's right to regulate. There remains, then, only one question as to the regulations, that is, whether or not they are reasonable regulations, for, in order to be constitutional, such regulations must be reasonable ones.

Reasons for the Restrictions

We limit billboards to non-combustible material within the fire limits, that is to say, to metal. This can hardly be open to objection. Frame sheds, as well as houses, being prohibited within these limits, there is no reason why frame billboards should not be prohibited also.

We restrict their height to twelve feet. This regulation has been sustained as a constitutional one within the State of New York, and we feel but little doubt that our own courts would be inclined to take the same view.

We require twenty-four inches open space at the bottom, two feet between adjacent billboards, and six feet between the billboard and an adjacent structure or lot line. This is absolutely necessary to enable the police to do their duty in the maintenance of order in the city. We limit the location of the billboard to the house line of the adjacent houses, and permit it in no case to be nearer than fifteen feet to the street line. Concerning these two regulations there may be more constitutional doubt. At the same time, there are many good reasons for their existence, and we feel confident of being able to uphold them.

We require that no matter may be depicted which is licentious or obscene, or depicting the commission of any crime, that all matter must be inspected by the superintendent of police, and that no billboard shall post matter without permission from the owner of the board. These regulations are of unquestionable fairness and propriety.

We require that no such sign or billboard shall be erected on or facing any public park, square, municipal, county or federal building. The constitutionality of this regulation will undoubtedly be called in question, and offers perhaps the most serious subject for controversy in the code. It will raise squarely the question of the right of a municipality to protect those locations which have been beautified by large expenditures, and we hope that it may be maintained. We exempt from the operation of the act the interior of ball park fences and the like.

We make each separate regulation a separate ordinance, each independent of the other, and should any one be found to be invalid, the others will not thereby be jeopardized. This ordinance, even if those parts concerning the constitutionality of which there is doubt should be eliminated, will nevertheless accomplish a great deal in the course of time in the restriction of the evils under discussion.

Most Offensive Where Most Profitable

One of the most difficult problems we have to face is that of the elimination of the billboards at particularly objectionable points. For instance, there is a neighborhood in Cincinnati in which the City recently spent a hundred thousand dollars acquiring a corner to complete an existing park, and for the purpose of beautifying it. It forms the main entrance to a beautiful suburb, graced with carefully built homes, well kept lawns and well grown shade trees. Opposite this particular corner is a vacant lot, which, on account of the prominence of its position, is especially desirable to the outdoor advertiser, and here may be found the glaring two story billboard. The suburb derives its value from the beauty which its inhabitants have given to it. The billboard is a parasite, contributing nothing to the location, but drawing its value from the work and care and money which others have there expended; yet we can not go and say, "This billboard is in a place where it is particularly offensive and therefore you must tear it down."

The maintenance of a properly constructed billboard within the reasonable regulations enacted by the city's building code, and displaying proper advertising matter, is undoubtedly a property right and, as such, within the protection of the constitution.

We can say that this billboard must be altered in height to twelve feet from the ground, that it must be raised twenty-four inches over the ground, that it must be of metal, and that it must display only proper matter, but we can not abolish its presence altogether.

Utilizing the Right of Eminent Domain

Only one way to do that has ever occurred to the writer, that is by the city under the authority of its right of eminent domain. The State of Ohio may take land for any public purpose. It may authorize any public corporation, as a city, to take land for public purpose. The beautification of a city has been held to be a public purpose. It may not only take land in fee simple, but it may take any lesser interest in land and any property right, and if the right to maintain a billboard be, as is claimed, a property right, the legislature may authorize the city to take that right by proper proceedings, making first due compensation therefor in money. In other words, the city may, under proper legislation, take down the billboard from any given lot and forever prohibit the erection of others thereon, provided it pays the owners of the property the detriment which they suffer by the deprivation of their rights to maintain the billboard thereon. The amount payable would, of course, be the difference between the value of the lot with billboard privileges under all proper legal restrictions, and the value of the lot without such billboard privileges.

This remedy would, of course, be too expensive to apply, except in instances where the billboard in question was a particularly grievous nuisance to the public at large, and yet it is easy to imagine cases where it would be of value. It not infrequently occurs that there is a lot in a public place and yet of such a character as to be comparatively useless for building purposes; especially in a hilly city like Cincinnati such are apt to be found. These appear to be forever doomed to be bearers of advertising legends. Yet such a lot, with its billboards, may be located where it is particularly objectionable, and it may be worth the city's while and money permanently to remove them. I suggest the method in question as one that may become advisable in such instances where all others have failed.

It is not extraordinary that in the development of American civilization and in the growth of American cities, the material side should be the first to receive attention. And yet, as the various portions of our country become developed and assume a more permanent aspect, it is to be expected that our people will turn their attention more to the beautification of the land. It has been so in the civilizations of the past and in the histories of the European nations.

The desire to make our environs something besides mere workshops, to surround ourselves with things that are pleas-

ing, or at least not unpleasant, to the senses, is natural and rational. As the United States of America is in natural resources perhaps the richest country on the globe, and as our people, as a people, are becoming the best educated in the world, it is inevitable that the cities of America in the future must become the most beautiful. Although we are now perplexed by legal doubts and questions as to how to solve such problems as the one in hand, nevertheless the solution will inevitably come in time. and there will be a day when the people will look back upon the billboard nuisance as a curiosity of the past.

Report of the Committee on Municipal Art of the Business Men's Club of Cincinnati

We find that those who have had most experience in controlling obnoxious outdoor advertising recommend four plans of approaching this matter, namely:

1. By the Police Powers of the State.
2. By taxation.
3. By prosecution for trespass.
4. By boycotting of the advertised articles.

In order to make a concise report, your Committee recommends:

First—That we enter immediately upon a campaign of local education through the public press.

Second—That we attempt to persuade the other cities of Ohio, through their suitable Clubs and Associations, to do similar and contemporaneous work.

Third—That certain lecturers, notably Mr. J. Horace McFarland, President of the American Civic Association, of Harrisburg, Pa., and Mr. Henry Lewis Johnson, of Roslindale, Mass., who have given much study to this question, shall be employed to give public lectures in Cincinnati at the expense of the Business Men's Club, showing lantern slides and explaining what can be done in this matter.

Fourth—That a list of all advertisers on billboards in Hamilton County be made and supplied by the Club to those asking for it.

Fifth—That our members be requested to write to these advertisers, asking them to refrain from such advertising. (See

the work done by the North End Improvement Club, of Tacoma, Washington.)

Sixth—That an investigation be immediately set on foot to ascertain what billboards in Cincinnati are now erected in violation of existing law. It has been found elsewhere that in many cases boards have been put upon real estate without permission, and these boards have in some cases been torn down without consultation with the billboard companies. (See "The Advertising Nuisance—The Law and How to Work It," Massachusetts Civic League.)

Seventh—That real estate owners be requested to coöperate with us in refusing the use of their property for such advertising.

Eighth—That a poster exhibition be held, to show such as insist upon using this class of advertising how well posters can be made, and thus have them demand the best class of lithographic work.

Ninth—That the local theatrical managers and all of the lithographers and printers of this class of work be asked to coöperate with us by using the best posters obtainable.

Tenth—That, following this campaign of education, local and state legislation be sought. This legislation might follow the legislation of other states, wherein it is made legal to license with taxation per square foot of board and to limit the size

of boards to not over 7 feet in height and 10 feet in length (the size mentioned in Cincinnati ordinance No. 610 providing for permits), with not less than 4 feet of space between adjacent boards; the bases of the boards not to be less than 2 feet 6 inches or more than 4 feet above ground level, and to stand not less than 15 feet back from property line. Such legislation should make it illegal to erect billboards on or facing upon any park or residence property (see Chicago ordinance). This kind of legislation seems to be the most effective means of controlling this nuisance and is well worthy of consideration.

As a minimum guess, there are about 3,000,000 square feet of sign boards in Cincinnati, which, at the rate of 12 cents per square foot per annum (see New York Statebill), would yield a revenue each year of \$360,000.00, sixty per cent of which would go to the treasury of the city and the remainder to the treasury of the state. The amount which would go to the city, \$216,000.00, capitalized, would be three per cent interest on \$7,200,000.00, which, applied to the park fund, would be of substantial benefit.

From testimony taken in Chicago, one company alone had 1,800,000 square feet of billboards in that city. With the annual tax made 12 cents per square foot, the amount paid by this company alone would be \$216,000.00, of which \$129,600.00 would go

into the city treasury and \$86,400.00 into the state treasury. The city of Los Angeles has just put into effect an ordinance taxing billboards at the trifling rate of one cent per square foot, under which \$54,000.00 a year will be realized.

We submit fourteen photographs of outdoor signs displayed in Cincinnati. To those whose attention has not been called to this offensive advertising, these photographs will serve as an unanswerable argument. We recommend that these photographs be used in the daily press before they are exposed to view and that, subsequently, they be made into lantern slides to be used in connection with others which may be had from the American Civic Association.

With the attached article we submit bills which are now before the State Assemblies of New York and Pennsylvania, also what has been accomplished in the following cities, together with the regulations they have in force: Buffalo, Chicago, Cleveland, Kansas City, Los Angeles, Rochester, St. Louis, Berlin, Dresden, Munich, Paris, Stuttgart, and Wyoming, in the suburbs of Cincinnati.

Your committee has not looked into this question from a moral point of view, as this is being very ably handled in Cincinnati by another association, and your committee thinks there is much less immoral and criminal advertising than heretofore.

The Penalties of Indifference

The man who, expending his energies wholly on private affairs, refuses to take trouble about public affairs, pluming himself on his wisdom in minding his own business, is blind to the fact that his own business is made possible only by maintenance of a healthy social state, and that he loses all around by defective governmental arrangements. Where there are many like-minded with himself—where, as a consequence, offices come to be filled by

political adventurers and opinion is swayed by demagogues—where bribery vitiates the administration of law and makes fraudulent state transactions habitual, heavy penalties fall on the community at large, and among others, on those who have thus done everything for self and nothing for society. Their investments are insecure; recovery of their debts is difficult, and even their lives are less safe than they would otherwise have been.—*Herbert Spencer.*

Cincinnati Municipal Art

By W. W. Taylor

President Municipal Art Society of Cincinnati

The Municipal Art Society of Cincinnati owes its origin a good deal to the work which was done in New York. I think the first impulse, which led to the meeting at which the Society was organized, was in May, 1894, through an address of one of the Lamb Brothers of New York, who came here to tell us something of what the Art Commission of New York was doing. That was fifteen years ago. In that time our Society has endeavored to busy itself about many things. Some of those things have been brought to a successful conclusion. The first purpose, I think, in the minds of nearly all those who attended that meeting was what is set forth in the preamble of our Constitution:

"The Society is constituted to begin the providing of proper sculpture, pictorial and other decorations for the public buildings and parks of the City of Cincinnati, and otherwise to encourage high artistic standards."

Believing that Cincinnati had as good material as many other American communities we went forward in good faith to see what we could do. We selected the City Building as the first place where we would begin to put in some kind of artistic decoration. An examination of that building disclosed conditions which made the only place where anything could be done at all in the eastern vestibule to the building, which is the main front. The place was not altogether proper for a mural picture, but it was the only place that was at all suitable. So we offered prizes for a picture, and selected a committee to examine the work and award the prize, and the picture is there today.

About that time a beautiful ornament was given us for a park. This was promptly installed in Eden Park, and is there yet. That is about all we have been able to do in that line.

*From an address delivered at the last annual meeting of the American Civic Association, at Cincinnati.

Our Inheritance from Pioneer Conditions

So we turned to see what we could do in the way of art, and found that the conditions were not very favorable in our buildings for mural art. The era before the civil war was one of practically pioneer conditions. I do not personally feel that those conditions are not still existent. In the pioneer period of any country it is natural that the individual—strong, self-assertive—should take the lead; and his initiative and his rather brutal work is what tells and what brings the people and the nation and the community forward. But in that process, as we know too well from the art work in our various cities, there has been an exaltation of individual right, and a sacrifice of the public right. The idea and theory of communal interest in public matters,—the right to see things, to have unobstructed view of things and to be rid of unnecessary noises,—is almost lost sight of in the pioneer or early period of a community.

We next tried to see if we could suppress some nuisances, and naturally the billboard was the first thing that suggested itself. So we attacked the billboard, and shortly after that we had the resignations of three or four of our prominent members; and thus we found that you cannot touch these things, or street signs,—you cannot do anything to relieve the objectionable features—without touching the pocket nerve of some individual or some corporation.

About that time we began to see that in ourselves we were not strong enough, that the desire and the love of art was not so widely diffused after all. At least we suspected it. People may love beautiful things when they are put before them, but they are not going to take any trouble about them.

The Municipal Art Commission

We have had a very active and admirable campaign carried on by Mr. Murray Ship-

ley against billboards. He has had our hearty support and concurrence, but the direct activity of our society has not gone in that direction. The matter that Mr. Watrous, against my protest, has particularly called attention to is the organization of a Municipal Art Commission. We have not got very far on that. As far back as 1900 we got the Municipal Code Commission to incorporate in the municipal code, which was just about to be adopted, provisions for municipal art commissions throughout the state. It was a very well drawn article, and we are still standing by what was done. But the code, as usual, struck the snag of politics. There were some provisions which were regarded as too radical and trenching too much on existing privileges, and the result was that the whole art code fell to the ground. Since that time we have made another effort to see whether some bill could not be passed through the Ohio legislature, but again without success.

Now, we have fallen back on another idea here which we shall shortly endeavor to get through. It is on the line of what was accomplished here in the matter of parks. We early became interested in parks, as everybody must who thinks of civic beauty in any form.

We quite recently accepted the appointment for the Municipal Art Society to erect a monument, to which a very generous Cincinnati woman has recently contributed a hundred thousand dollars. I refer to Mrs. William H. Alms and the Lincoln monument to be put up in memory of her husband,—a very admirable and splendid thing to do, and the first very large contribution of the kind which the city has had in, I think, a quarter of a century.

We started to find out where to put such a memorial. Of course the form of the memorial, whether ornate or simple, whether it should be colossal in size, whether it should be architectural in its nature, all depended on the question of location.

No Room for the Beautiful

Now, what do we find in Cincinnati? We went over it, as it were, with a fine tooth comb, and we did not find a single spot where there is room enough left for the proper placing of that memorial which is entrusted to us to find a place for. We can find place for it, and we probably will have to find place for it, and we ought to find

place for it in the plans which Mr. Kessler has prepared for the Park Commission of this city. As we found there was but one place in the limited area of the city hall to put a mural decoration, so in the city proper there was but one place which could be called a civic center, and that is now so beautifully and properly filled by the fountain.

We had been studying the parks for years. Finally, Mr. A. O. Elzner, an accomplished architect and a very public spirited citizen, took the trouble to make a personal survey of the hillsides which surround Cincinnati. He made a sketch and a paper embodying his observations, and brought it to the attention of a number of civic bodies here. It was substantially what was afterwards adopted by Mr. Kessler, and demonstrated that Cincinnati could be made one of the most beautiful cities in the world. We then saw an interest starting up all over the city. I do not say that that originated the parks. That would be foolish. But that fixed attention upon having a park scheme, and got the people to talking about it. Representatives from various civic bodies were called together, and the plan was discussed. Finally such pressure was brought to bear upon Council that a preliminary appropriation of \$15,000 was made for the formation of plans for a park, boulevard and playground system for Cincinnati.

How Political Snags May Be Dodged

Now, it was impossible, apparently, under the law, or at least it was not deemed advisable, to attempt having an authoritative Park Commission. The public wanted to be informed all right, and they wanted to know who was going on the Park Commission, and they wanted a voice in what was going on, so what we did was to suggest that there should be appointed an advisory park commission which should have charge of the plans and the \$15,000 appropriation which Council made, to report to Council and the Board of Public Service when it was ready with those plans. In addition to that Council seemed jealous of its prerogatives, and requested the appointment of what they called a Council Advisory Committee. We found that a very good scheme, and that is what we are going to follow in our attempt to get some legal Park Commission for Cincinnati. That is to say, to

take the easier route of least resistance to do what we believe Council and the officials are more than glad to do, to escape responsibility. When it comes to such matters as come within the purview of an art commission, they are very frank to say that they are not competent judges, and are delighted when some well-informed persons tell them, as we will, what is best to go into some public building or park. They are very glad to be able to say, "the Art Commission recommended it."

We had an instance of that when they attempted to clean the Fountain. They started to do it with sandblast, I believe, which would have destroyed the delicate finish of the bronze. They were delighted

when we pointed out to them the right way to do it.

I think something is to be said in favor of this plan, with due deference to the New York Art Commission and its very admirable work; and I wonder sometimes whether there is not more encouragement to a community in letting it feel that it is not being steered too much; that it is not under authority too much; that the advice is advice, and that the steering is in the sense of being rather suggestive than mandatory. I do not know that that is true. I merely throw it out as a reason why we are willing to accept what seems to be the best we can get, and why we hope to get along under an advisory commission rather than one under the New York law.

A Successful Experiment in Civics

By Professor William B. Bailey

Chairman of the Tenement House Committee of the Associated Civic Societies of New Haven

Eternal vigilance is the price demanded from any community which would keep its back yards and vacant lots clean and attractive. It is so easy to dispose of rubbish in the way which seems, at the time, to cause the least trouble. The ash bin or barrels are filled, and it is inconvenient just then to have the accumulation removed. But soon the hod is again filled with ashes, and this time they are dumped on the ground near the bin. That seems to offer a temporary solution of the problem, and as the pile of ashes grows the problem of removal becomes greater and is deferred. The result is that before many weeks have passed all pride in the neat appearance of the back yard has vanished, and rubbish of all descriptions is strewn about.

Or the kitchen closet becomes so littered with empty cans that their removal is imperative. There is a vacant lot adjoining, so over the fence they go. Other families appreciate this easy method of removal, and soon this lot becomes the receptacle of the rubbish of the abutters. After one or two attempts to keep the lot presentable the owner gives up in disgust. He feels that

he should not be obliged to remove rubbish deposited by the tenants hard by. If that is their idea of neighborhood cleanliness he will give them enough of it. Empty cans are not a menace to health, and the health authorities will not order them removed. This lot remains an eyesore to the community.

This is a picture of conditions which can be found in varying degrees in almost every American city. New Haven, Conn., was no exception in the spring of 1908. It was no worse, perhaps, than many other cities of the same class. But New Haven had long borne the reputation of being a beautiful city, and could ill afford the presence of unsightly spots to go unchallenged.

Accordingly, the Associated Civic Societies, an organization formed, as its name implies, from a union of representatives of the various societies in the city, took the matter in hand. Photographs were taken of a number of these unkempt back yards and vacant lots. From these lantern slides were made, and at the annual meeting of the organization in the spring of 1908 an illustrated lecture upon the conditions was

given. The daily papers, by printing some of the views and publishing an extended report of the address, gave wide circulation to the findings. It was felt that this was the opportune time for action.

A committee was appointed to determine the method of procedure. It was felt that the city needed a general cleaning. The time for the spring housecleaning was at hand, and why not make of this a city cleaning? At the request of the committee the Mayor issued the following proclamation:

"All the public-spirited citizens of New Haven are interested in preserving the fair



A GROUP OF CHILDREN HELPERS AT THE PUBLIC DUMP

name of the City of Elms, as a city healthful and beautiful. One of the requisites of such a city is cleanliness. The department of public works is endeavoring to furnish the people with clean streets, gutters and cross-walks. But in order to make this spring cleaning a success, the coöperation of the entire community is required. It is not enough to have clean streets, if vacant lots are piled with rubbish of all kinds, and ashes and garbage are scattered about the back yards. The Easter season is at hand, and it seems particularly fitting that this should be made a civic Easter, in which all of our citizens should unite to give us a clean city.

"I hereby appoint the days from April 13 to 18, inclusive, as clean city week. During this period our people are urged to remove all unsightly rubbish from vacant lots; to clean the lawns and walks before their houses; and to put their back yards in a neat and sanitary condition. Let all classes of our population join in this work that on Easter morning the sun may rise upon a clean New Haven."

A start had now been made. The attention of the citizens had been drawn to the

existing conditions. The task of carrying this undertaking to a successful conclusion had now to be faced. An energetic business man, whose integrity and public spirit could not be questioned, was placed in charge of the work. He gathered about himself a committee composed of one representative from each ward in the city. Each member was to be responsible for the work in his ward. This member became chairman of a committee selected from different sections of his ward. Up to this point the work had been comparatively easy. Now came the problem of finding a large corps of assistants with sufficient time at their dis-



CONDITIONS THAT MADE "CLEAN CITY WEEK" IMPERATIVE

posal to see that the cleaning was properly done, and that no unsightly spots were overlooked.

At this point it was suggested that possibly the school children of the city might serve as a civic asset. A healthy boy is a bundle of energy and often gets into trouble from the fact that his activity is misdirected. If a proper field for the employment of his energy were presented to him, might it not be possible to make of him a strong ally in this work? It was worth while to make the attempt. Accordingly talks were given in the high school and in the upper grades of the grammar schools to stir up interest among the scholars. To those who promised to help, buttons were given. These were about an inch in diameter, bright red, and bore upon the face the picture of a broom and the letters A. C. S., representing the Associated Civic Societies. It was not long, however, before these symbols were given a new

meaning—A Clean Sweep. These school children were assigned to the work in the districts about their homes. It was extremely fortunate that the clean city week came at the same time with the Easter vacation in the public schools.

could make but little impression upon the winter's accumulation. There was a call for help from all sides. A public appeal was made for teams with which to cart away the rubbish. The response was generous. It was a busy week. Over six thou-



A DUMPING PLACE FOR SIX FAMILIES

At last the week of activity arrived. The school children were cautioned that their own yards must be cleaned before they brought complaints concerning the condition of their neighbors' yards. The results were at once apparent. Groups of children with little carts and express wagons were to be seen on their way to the public dumps, and in this manner much rubbish was removed. But these miniature wagons

sand wagon loads of ashes and rubbish were taken to the public dumps. The city had a thorough cleaning. Much of the credit for this must be given to the work of the school children. They proved that confidence in them had not been misplaced. Some mistakes were made in this first attempt, and in 1909 the campaign was still more successful. As a civic asset the children have proved their worth.



The Conning-Tower

Arthur H. Grant, Editor

A Tour de Force

The past few months have brought the editor a series of disappointments and pleasant surprises. The enthusiasm with which THE AMERICAN CITY has been received, and the cordial coöperation extended by many of the most earnest workers for civic betterment, are among the pleasant experiences incident to the work of establishing a medium for the furtherance of this great movement. The disappointments have been chiefly the delays which could not be foreseen, and which made it impossible to get the September issue into the hands of our subscribers before October; and, continuing, prevented us from regaining the time lost. In order, therefore, to make the date of publication the first of the month, as was originally intended, it has been deemed best to date this issue "January" instead of "December." On account of the omission of an issue for the latter month all subscriptions have been extended one month.



Distribution of Civic Interest

As THE AMERICAN CITY is the only national magazine devoted distinctively to civic betterment its subscription list may be taken as indicative, to some extent at least, of the interest in this movement in different sections of the country. Every state and territory, except Alaska, is represented, but not all in proportion to their population. New York has supplied 19 per cent of the subscriptions thus far received; Pennsylvania 11 per cent; Massachusetts 10 per cent; California, New Jersey and Ohio each 5 per cent; Illinois, the third state in point of population, only 4 per cent; Indiana and Michigan 3 per cent; Columbia, Connecticut, Iowa, Minnesota, Missouri, Rhode Island, Tennessee, Texas, Washington and Wisconsin 2 per cent; the other states 1 per cent or less.

Still more interesting are the figures for individual cities. Rochester easily leads in

the number of subscriptions and is followed, in the order given, by New York, Philadelphia, Boston, Pittsburgh, Washington, Chicago, Springfield (Mass.), Providence, San Francisco, Memphis, Syracuse and St. Louis. Los Angeles and Cincinnati are tied for fourteenth place, and Albany and Asheville (N. C.) for sixteenth place. On account of their relatively small population Springfield, Memphis and Asheville may take a proper pride in their places in this list.



Modesty and Determination

The case of Rochester is worthy of special mention. The local interest in the magazine was so marked, even before the first issue appeared, that we arranged to give an article on her plans and accomplishments the place of honor in our November issue. This plan, was, however, abandoned at the request of the officers of the Chamber of Commerce, one of whom wrote:

"We do not wish to embarrass you or ourselves by telling of the things which we have not done, and may not be able to do."

In contrast with the urgent claims of some cities to premature recognition such modesty is refreshing, especially as the citizens of Rochester have been by no means idle of late years, among their accomplishments being a complete reorganization of the city's administrative system and the establishment of modern methods of accounting. Moreover the right steps are being taken for the future: a Civic Improvement Committee of fifteen substantial business men has been appointed, a fund has been raised by subscription, and expert aid has been secured to prepare plans for the beautification and development of the city. At the same time, in order to arouse interest in the subject, the Chamber of Commerce has subscribed for one hundred copies of THE AMERICAN CITY, which it will distribute each month

among the business men of Rochester. By showing them what other cities are doing this will make the citizens of Rochester realize that they must unite in demanding such civic improvements as will enable her to retain her position among the progressive cities of America.



Civic Education and Inspiration

This action of the Rochester Chamber of Commerce is worthy of careful consideration by every business and civic organization in the country. In most such organizations there are a few men or women who by their positions, through special opportunities, or because their interest has been aroused by personal contact with the results of undesirable civic conditions, are active workers for civic improvement. Their efforts are, however, to a great extent nullified because of lack of coöperation on the part of the great majority of their fellow members and of the general body of citizens. Lack of information is largely responsible for this lack of coöperation. The ordinary citizen feels helpless before a civic wrong or problem because he doesn't know that other cities have righted or solved it, and especially because he doesn't realize the tremendous power that even a small group of citizens can exert if they pull together and work intelligently. It is the business of this magazine to put ideas into their heads and courage into their hearts by showing them what other cities have done and how they have done it. Yet because they don't know their power, and are hopeless and indifferent, many citizens will not even take the trouble to put themselves in the way of getting the knowledge that would arm and inspire them. These men and women, if they are to be aroused, must be aroused in spite of themselves. There can be no more effective way to accomplish this than the one adopted by the Rochester Chamber of Commerce, for no citizen can continuously read *THE AMERICAN CITY* without realizing something at least of the new ideals for city development and the tremendous force of public opinion that is behind them. Then, if he has any love for or pride in his city, indifference will give place to zeal, and he will become an efficient because an intelligent worker for the common weal.

Our Editorial Policy

Our correspondence shows that some of our readers have not yet comprehended the scope and limitations of this magazine. It is not our aim to set the world right upon all points of economics, sociology and ethics. It is our purpose to help to make our cities better places to live in and work in; but even this narrower field must be further delimited so as to include only those problems which affect the body of citizens as a whole, rather than as individuals, and which can be solved only by coöperative effort. To be more specific:

The subject of charity will be avoided, except, perhaps, those charities that are municipal as distinguished from the work of private organizations or individuals. If there were no other reason it would be a thankless task to attempt to duplicate the excellent work of the *Survey* in this field.

Subjects that are primarily those of personal morality, such as the liquor problem, gambling and prostitution will be avoided, except as these by offering opportunities for graft may directly affect city government.

General economic questions, such as the labor problem, which relate to the country at large, will not be considered.

Nor will this magazine become a medium for city boosters, or for articles the main object of which is to attract attention to the business advantages and opportunities of specific cities. The sole purpose of articles on individual cities will be to show what they have accomplished or are planning in the line of betterment, and what methods are being pursued.

An open forum will be maintained for the discussion of subjects upon which there may be honest differences of opinion, such as commission government, municipal ownership and state regulation of public service corporations, and an equal opportunity will be afforded to both sides to present their cases.

In brief, it is our purpose to give to every citizen who is desirous of improving the city in which he lives or works an opportunity to obtain in as effective a way as possible the information that will aid him in his efforts; and by bringing constantly before our readers the needs of all our cities, to arouse in them an enthusiasm for work of city betterment and a deeper sense of civic patriotism.

How to Start a Municipal Gymnasium

By Everett B. Mero

Formerly Editor of "American Gymnasia"

Instead of using a gymnasium as an adjunct to other departments of social centers, neighborhood houses or settlements, why not let the gymnasium be the foundation? Why not make the physical education, the recreation, the play of the people, fundamental instead of incidental? Why not build an institution around a gymnasium instead of making the gymnasium merely an auxiliary feature?

This method is one of common sense. It is feasible. It can be successful. It is being carried out under varying conditions at the present time. It is equally in harmony with the principles of rational physical training, which are scientifically based, and with the conclusions of modern medical, psychological and sociological experts who have given the matter consideration on its merits.

The physical welfare of all of us—of old men and women, of young men and maidens—is of primary importance for individual happiness and personal success; and quite as much so for community happiness and success. Anybody who has experienced the contrast between what may be called good and bad health, between an efficient physical condition which enables one to forget about it, and a condition that causes too much thought and worry, will gain more of it, and will gain more of it, which is the main object of the physical education.

definite muscular development; the mental education of children through gymnastics, athletics, play, games and active and passive occupations in the open air, are vitally important both for the present and for the future. All this work, or most of it, for children should be part of public education. The school authorities are attending to the matter with ever increasing thoroughness and scope.

Give the Grown-Ups a Chance

It is time now for more consideration for those who were children but have advanced, in years at least, beyond that stage. Children have been in the lime-light long enough. Their needs are having sufficient attention. Young people from 17 or 18 to 30 or 35 demand specific provision for their physical welfare. The men and women from 35 on to "oldest inhabitants" need it in suitable forms. There is no idea in this of less attention to the needs of children, of junior citizens; but let us not forget those who are unfortunate enough to have grown up.

Nobody is too old to play. Nobody is too old to have proper bodily exercise daily. Nobody is too old—nor too young—to get liberally fresh air.

to live else

for public welfare work, the people in charge of it must be educated and practically experienced in all that is included in the physical training profession, which covers much that is sociological, ethical and moral. This sort of education is being given now in special schools which will supply most of the men and women to direct gymnasium activities.

There is no profession that permits closer contact with individuals for their good—their uplift, if you please—than that of the physical or gymnasium director. This strong statement does not omit the priest or minister, the medical man nor any other

roughly outlined so far in this article, especially if the subject is considered in connection with the article in the issue of October, 1909, entitled "How Public Gymnasiums and Baths Help to Make Good Citizens."

We shall accept as a proven fact that municipal gymnasiums are physical, moral, economic, and educational factors of first rank importance, and that these institutions afford remedies for a considerable part of the social and physical ills of communities and of individuals. The article just mentioned contained reasons for meeting conditions of present civilization by such



FRONT VIEW OF BUILDING FOR RECREATION CENTER

class of public benefactors. This article is not the place to argue the point; any educated and experienced director of a well equipped gymnasium will supply proof.

Muscle Builder

means, as well as a general outline of methods used in several cities.

Now we shall consider the question of how to secure a municipal gymnasium when its desirability has been realized. First of all it is well to remember that the ideal is by itself. More and people and for

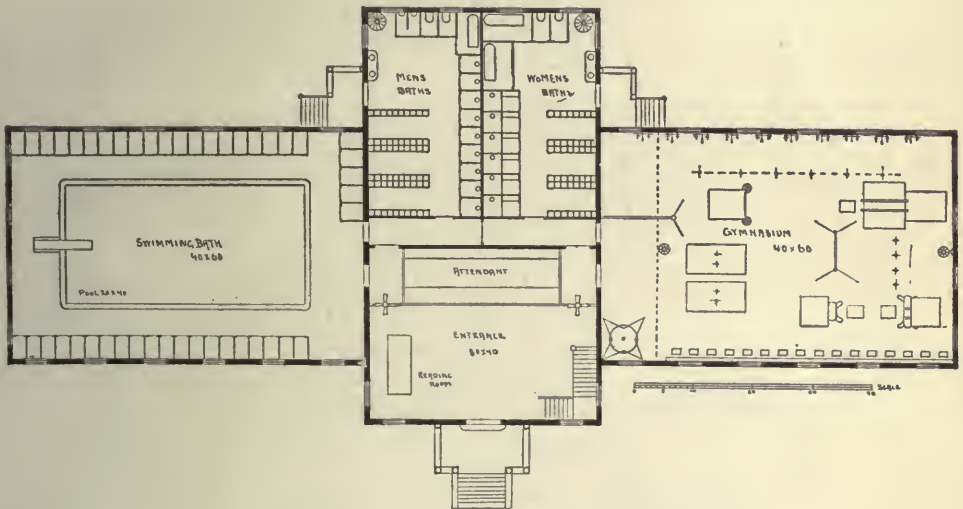
bathhouse, or have any other official label. "What's in a name?" has never been more satisfactorily answered than "How much do a man's clothes count?" but we all know that externals and internals do have some relation.

"Gymnasium" is likely to sound more naturally attractive to young men than "recreation center" or "playground." The term "social center" or "neighborhood house" may be objectionable to too many of the people in a given section. Such institutions in schoolhouses, according to a movement that is gathering some headway,

and more added from time to time, as needs and money may make advisable; it can be greatly enlarged in scope, size and cost at the start; or two or three or more such factories for making desirable citizens may be created in various parts of a city, all of them being conducted by a system harmoniously arranged.

Outdoor and Indoor Provision Alike Essential

While this general plan lays emphasis upon a building as the central feature—the focal point of the scheme—the open air facilities are in no sense secondary. Each



PLAN OF FIRST FLOOR OF RECREATION CENTER BUILDING

may not attract some of the very people most needing such substitutes for other occupations for spare time. So the name is to be largely determined by local considerations. The vital thing is to have the work done under some name.

For the purpose of providing recreation we will have in mind an institution that includes all of the essential elements for the physical welfare of a community. Hence we will choose a name that is located in a place that is accessible to all. This might be a small city, or a town. The institution is such a practical one that it is practical to introduce it into the community.

supplements the other and enables efficient use of the plant under all conditions of weather, twelve months in the year.

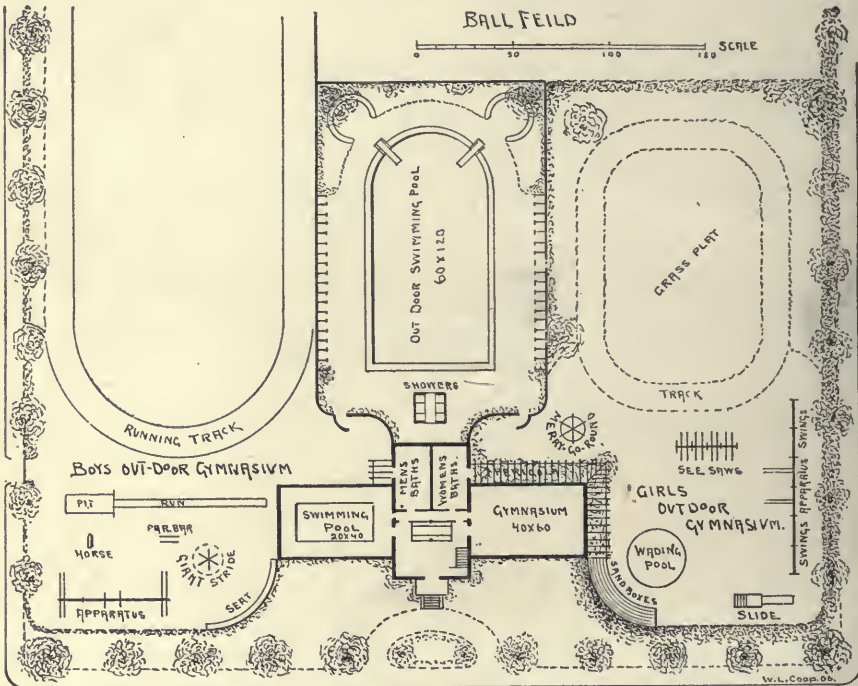
A gymnasium, a recreation center, a playground, conducted by a system

civic betterment and social welfare such as thinking students are anxious to secure. Such social centers should provide for the natural interests of individuals of all ages, but without any unnatural forcing of people by strange or unwelcome methods to become more worthy citizens. They may reach the same destination by routes of their own approval.

The building illustrated consists of a two-story structure with basement under the rear; and two wings in which may be a

newspapers help. If local conditions are suitable a public library branch might be in this room. Naturally the office of supervisor and assistants will be here or immediately adjoining.

In the rear of the administration room are the baths and lockers arranged to connect with the hall above, with the wings and with the outdoor departments. If the central section of the building should be erected first, the hall that occupies the second story (40 by 70 feet) could be fitted



GENERAL PLAN FOR RECREATION CENTER, WITH INDOOR AND OUTDOOR GYMNASIUMS, PLAY-SWIMMING POOLS, AND ATHLETIC FIELD (ONLY A SMALL PORTION OF THE LAST BEING SHOWN)

the equipment being as the right wing, which s. Later the wings apparatus trans- the hall used for s social purposes. e hall might be ly for women, gymnasium swimming- might be ructured

existence the physical machinery for a community recreation and social center in which are combined gymnasium, playground and athletic features for children and adults of both sexes, where people may gather for physical welfare and for individual, social and moral advantages as well. The construction plans that are offered for bringing this about were made by William L. Coop, a man of long experience in such matters and an expert in gymnasium and playground construction. They are reliable and practical, not theories.

What Will It Cost?

Some additional details of cost and special features will be of value. The two story

the balance of the walls. A wooden structure would cost less at first, but naturally the more substantial construction is advisable when possible. These are details to be worked out with architect and builder.

The outdoor plan is suggestive. It could be modified or elaborated. It should, however, in any case, provide the main features shown, namely: A playground, provision for athletics, and a gymnasium for women and girls separated from the rest of the space and screened from public view by shrubbery; an athletic field and an open air gymnasium for boys and men; and an outdoor swimming pool for general use at different hours. A wading pool, shaded sand boxes, a track for rolling hoops, and a



CHILDREN'S WADING POOL AND THE FIELD HOUSE, MARK WHITE SQUARE, CHICAGO

central section might cost from \$1.50 to \$2.00 a square foot, or from \$4,000 to \$10,000 according to material used, cost of labor and other circumstance that depend on local conditions. If well designed it will present an artistic appearance and be a desirable addition to the architecture of any community. Each wing would cost about half as much as the central building. The entire building, including two-story section and both wings, would naturally cost less if put up at one time. A fair estimate of cost according to this arrangement would be from \$8,000 to \$18,000. This provides for brick or concrete walls and flat roofs. The perspective shown here has a construction of field stone or boulders up to the lower window line, with cement concrete for

grass plat to tumble on are provided for little children. A shaded pergola around two sides of the gymnasium building offers an attractive resting place for mothers while their children are playing, or where they may bring part of their home work to be done in pleasant surroundings.

On the other side of the grounds suitable apparatus is provided for the larger boys and men, with adequate provision for the necessary athletics and baseball. The size of the running track will depend upon the available space; a convenient size is 220 yards or eight laps to the mile. The space inside the track can be used for short distance running, jumping, vaulting, etc., and also for baseball, football and other games, although a larger field adjoining the play-

ground may be better adapted to this purpose.

At the sides of the outdoor swimming pool should be a high fence of wood or concrete against which dressing booths are placed.

Practical Details of Cost

With the exception of the land, the price of which must be determined locally, the following estimates will cover all necessary construction features of this all-the-year-round plan for the physical welfare of the children and grown-ups of the community fortunate enough to possess it:

Central building, 40 by 70 feet, two stories, basement under rear half, \$4,000 to \$10,000; right wing, 40 by 70 feet, one story, for gymnasium, \$2,500 to \$5,000; left wing for swimming pool, 40 by 70 feet, one story, \$2,000 to \$5,000; indoor gymnasium apparatus, including installation, \$500 to \$1,000; indoor swimming pool, of cement concrete, \$400 to \$500; porcelain lining for pool, \$800 to \$1,000; forty dressing rooms for swimming pool, \$200 to \$400; two hundred lockers for baths, \$600 to \$1,000; shower baths, including plumbing and in-

cidental, \$300 to \$800; heating apparatus, \$400 to \$600; outdoor apparatus, \$500 to \$1,000; outdoor swimming pool, 60 by 120 feet, concrete, including excavating, \$2,200 to \$2,900; thirty-six outdoor dressing rooms, \$150 to \$250; cinder running track, 15 feet wide, including excavating, \$3 to \$5 a running foot; grading, fencing, etc., \$300 to \$1,000.

Whatever may be the local conditions, one thing is a certainty, —a beginning can be made with simply a piece of land, a suitable building or part of a building, and some competent person to direct their use. The land and the building do not have to be closely connected as the present plan indicates, but this arrangement speaks for economy and ef-



BOYS' GYMNASIUM, HAMILTON PARK, CHICAGO

ficient results. From such a rudimentary start the complete plan can be carried out bit by bit as money and inclination indicate.

Wealthy citizens and manufacturing companies have built such recreation centers and either conducted them for their own employees or have presented them for general use to towns and cities of moderate size. Usually results have been satisfactory to everybody concerned. This is one way to get the plan started.

They

Why don't they keep the streets a little cleaner?

You ask with deep annoyance not undue.

Why don't they keep the parks a little greener?

(Did you ever stop to think that *they* means *you*?)

How long will they permit this graft and stealing?

Why don't they see the courts are clean and true?

Why will they wink at crooked public dealing?

(Did you ever stop to think that *they* means *you*?)

—Life.

The Massachusetts Civic Conference

Reported by Edward T. Hartman

At the second Massachusetts Civic Conference, conducted by the Massachusetts Civic League, and held in Springfield last November, the city as a form of expression was discussed by Charles Zueblin and Benjamin C. Marsh; probation by Edwin Mulready and Philip Rubenstein; mass boys' clubs as instruments for civic betterment by Frank S. Mason, Thomas Chew and P. A. Jordan; and vocational education by Frederick P. Fish and Charles F. Warner.

The City as a Form of Expression

It was brought out that the outward aspect of a city is a badge of the public spirit of the citizens. The dirty, slovenly city is found to have citizens with the same characteristics. The casual visitor accepts this as conclusive, and the practical value of proper esthetic development is shown in that it attracts good citizens, while a poor development repels them. The people of a city do not consciously say: "Go to, we will develop an Elizabethan, a Queen Anne, or a Mary Ann type of city," but they build, and the city is at every point a manifestation of what there was in the citizens demanding expression.

There isn't much satisfaction in being satisfied. There are many beautiful cities but it would be unfortunate if they had reached the point of satiety. We have made a mess of most of our cities. We must realize the functions of a city. These are business, communication, public life, private life, and recreation. Business is first, and it is well to realize that nothing that represents business need or should be ugly. The business street today must be a thing of beauty as well as utility.

One of the ways to get good citizens is to symbolize the public life. When you create a great public building or a great park or plaza you create a pride in it. The great things a city does should be done as a unit. Whatever you put up, be it only a fire station, should have a relation to the whole. We in America have created the residence street vista with fenceless parkings and trees along the entire length, giving a beautiful effect. This beauty all tends

to communal aspirations. So do our parks and playgrounds. We need play as well as business. We are all increasingly learning to play. This is the common bone that knits together the spirits of citizens of a community, recreation. Children's playgrounds are as necessary as schools to the welfare of the modern community. The idea that the public interest in the child ceases at the close of the school session has to be abandoned. Along with the restricted opportunity for play in the city streets there has come a conception of the value of rational recreation which has its application in both city and country. In the populous quarters of the cities, the playgrounds may take the form of open spaces in the midst of crowded tenements, or school yards, or, as a device of despair in New York, space on the roofs of school buildings.

Barbaric Conditions in American Cities

The arrangement of a city is one of the surest indications of the economic conditions obtaining therein. The arrangement of American cities is a severe indictment of the economic system in our country, and is one of the truest evidences that we are in an era which may be euphemistically designated as benevolent feudalism, but which is much more truly described as a reversion to barbarism.

This is no plea for socialism or for any general revolt in American cities, but a demand that we recognize that till now we have had control of city as well as state governments by corporations, by real estate speculators and vested interests, and that the next step in the evolution of democracy in American cities will be sane, but absolute, regulation of corporations, of real estate speculation and of vested interests by the city and state governments.

We find in every large city in America, without exception, slums and hundreds, if not thousands, of families under conditions which not only demoralize them, but equally and effectively lower the moral tone of the people, and demoralize the whole community.

This expression of the city is due, primarily, to economic conditions. We charge much of our ineffectiveness to corrupt administration. "Blame Tammany" has been the watchword of the municipal campaign in New York, but back of Tammany is the universal Tammany, that is, the disregard for law, order and the rights of the citizens as a whole, which characterizes the American citizen.

Slums, unsanitary dwellings, lack of parks and playgrounds, absence of needed recreation facilities, the lack of a comprehensive and rational system of rapid transit, the blighting of the landscape with factories or atrocious advertising, indicate the subservience of the city and the economic system to the powers that be, and the failure of the citizens to assert their ownership of the city. The city with a normal economic standard will enforce not merely a minimum wage, but a minimum standard of living.

Until these conditions are changed and until we abandon the insane individualism of American cities and fight the battle for freedom again in a real sense, we shall not obtain the normal conditions of living which have been secured through long struggle in German cities.

Foreign city planning is primarily an expression of the economic theory of the rights of the citizens, and their duty to preserve the health and energy of the community by restrictions on building and the control of private action by public conscience. It is a significant achievement, not only from the esthetic, but from the economic standpoint. In America, in spite of our Declaration of Independence, we are achieving that independence half a century behind most of the German cities, and our next step in democracy is to maintain the independence of the city and meet the needs of its citizens. Only when such economic well-being has been achieved can the city truly express a normal living condition and a rational arrangement and be liberated from control by the privileged few.

Probation Versus Punishment

In treating the subject of probation it was brought out that till in recent years the aim of all systems of treating offenders was punishment rather than reform. The labor of inflicting punishment has been found to be very expensive. The state audi-

tor's report shows that last year in Massachusetts 143,777 persons were arrested; 11,094 being women. This is equal to the combined population of Springfield, Chicopee and Holyoke.

In 1878 a law was passed to introduce new methods into the treatment of offenders. This law provided for the appointment of probation officers, and the corner-stone of their work was "reform without punishment." It was to be left to the offender to decide whether he would earn exemption from punishment by future good conduct, or merit the punishment by continued offenses.

This is the principle of probation—a test, a proving of the individual offender—not removing him from the community, but calling on him in the name of the law to demonstrate, notwithstanding his offense, his qualifications for good citizenship. About 15,000 persons were selected for that test last year. Seventy-five per cent of the cases were disposed of without punishment.

To many the kindly efforts of the probation officer are the first touch of human kindness which has come into their lives. Then in some cases for the first time has the individual made an honest effort to do right, and while perhaps the struggle has not been entirely successful, the effort to do right is never lost but is rewarded in proportion to the real intention and desire of the individual.

The value of probation for juvenile offenders should not be measured solely as a preventive of crime, for it is a method of handling such offenders greatly to be preferred to others on grounds of humanity as well as economy to the state. The other methods are fines, suspended sentences and commitments. The first is seldom effective as applied to juveniles. The suspended sentence is somewhat akin to slipshod probation, and has value in comparatively few cases. Probation should mean not merely freedom but help and guidance. A child should not be expected to reform himself merely out of appreciation of having been granted his liberty. The notion that probation is equivalent to a discharge should be done away with. Real obligations should be assumed by the probationer. Irksome duties will become good habits under the kindly direction of a capable probation officer. Real oversight is the keynote of the system.

Boys' Clubs Prevent Crime and Loafing

The boys' club movement started in Hartford in 1860 with the organization of the Dashaway Club. This was followed by the Salem Fraternity in 1869, the New Haven Boys' Club in 1873, and the movement has grown till strong clubs are found in many parts of the country.

Any boy whose environment, hereditary tendency or other circumstances put him in moral or physical danger is a fit candidate for membership in a boys' club. Clubs are not composed entirely of bad boys, but the moral danger in which they may be is the reason why many boys are enrolled. Where parental obligations are neglected or ignored society must assume these responsibilities, or pay the penalty. The boys' clubs are trying to put truant officers, the police, judges and reform schools out of their jobs. A boys' club is not a substitute for the home or the school, but it supplements them both by helping to a better understanding of the boy. It is a safety valve, a place where the boys can blow off steam.

The claim of the clubs is that they save many boys from entering upon lives of crime: that they have switched many boys who had begun to steal, for instance, back upon the right track. It is a rare thing for a superintendent to find any regular attendant of the boys' club in the police court. If the Springfield Boys' Club keeps eight boys each year from being sent to the Lyman school, it is worth all it costs from a money standpoint alone. It is better to spend \$2.50 on a boys' club lad, than \$250 on a reform school boy. A thousand youths can be cared for in a boys' club for what it costs to care for ten boys in a reform school. Boys' clubs are located usually in the most congested and, from a police point of view, in the worst parts of our cities. Poverty, ignorance and crime are the environments of many of our members.

Parental neglect, lack of control and disrespect for parents are at the root of all this bad boy life and hoodlumism. Besides restraining many boys from entering upon lives of crime, boys' clubs help the community in preventing disease. Physical examinations are coming to be common in the clubs. Baths and gymnasiums are in nearly every club, and lectures and talks regarding health are frequently given. Habits of cleanliness are encouraged and developed. Crippled boys are directed to places of re-

lief. We do not always realize the far-reaching effect of the boys' club cobbling class, even on health. Many a boy, through rain and snow, comes to the club with his feet cold and wet, and goes home with his stockings dry and his shoes neatly tapped; the work often having been done by his own hands.

Work As Well As Fun

Another way is in the matter of education. The educational features proceed on two lines—the more or less purely mental and the industrial, the latter being given the greater attention. Carpentry, sloyd, bent iron work, cooking, basket weaving and printing are the main subjects chosen.

The boys' club helps by producing a place for pure, harmless fun. It is a place where a boy can let off steam. He can yell and cheer; sing and dance; pull and haul; laugh at others and be laughed at by others, all in good part, at the proper time and proper place. He is taught to be polite, and above all to play fair whatever the game may be. If he is backward he is gently pushed. If he is a bully he is gently restrained. The boys' clubs cause sectarian barriers, racial walls and social differences to break down. The question is not who you are or where you come from, but what are you and what can you do. It is no matter whether your name is Kossi, Sullivan or Smith, whether you are Jew, Catholic or Protestant. The question is rather are you on the square, and have you got grit? Will you fight or are you a quitter? Under such training pretty good Americans are developed.

The boys' club helps boys through activities. It is the reverse of idleness, and idleness is the most dangerous quicksand in the path of the boy. As a rough estimate 25 per cent of boys between the ages of 8 and 10 go out nights; 50 per cent between 10 and 12 spend their evenings on the street; 75 per cent of lads 12 to 14 find their social life away from home; and above that age, 90 out of every 100 go where they please every evening. Boys go out immediately after supper, or without any supper, to their favorite street corner where they may meet kindred spirits and plan mischief in forty languages.

Why mischief? Because the streets provide no legitimate activities for the boy, and activities of some sort he must and will have. It is here that many boys first find themselves on the wrong side of the law

(for they can't play on the street without breaking law), or, worse still, degenerate into chronic loafers, a condition for which there is rarely a cure, even in a boys' club. As opposed to this condition of things, the boys' club is a great beehive of activities. A boys' club helps boys socially. Without the club the usual gang develops. The club, when organized, will hardly interest the members of the gang, but it will attract their brothers, embryo gangs, who will come trooping in, and if there is sufficient machinery with which to utilize all the energy, it will soon be found to be the most productive factory in the world.

Vocational Education

With specialization of machinery has come the specialization of the man, but increased efficiency in one sense means a decrease in another. When a boy goes to work he can be made a more profitable unit in a factory if his attention is centered upon one operation. But how about the man who started work thus at the age of 14? In the old days the new men usually had positions of general utility, where they learned every thing the shop had to offer. Now a boy is put at some task, and as he becomes more expert in that the less likely is he to be shifted to any thing else. This is a serious matter, for it is extremely difficult to develop away from that single operation. If in the coming years all are to be limited in this way, what will be the effect upon the future generations?

Moreover, what is the manufacturer to do when he needs a leader or a particularly skilled workman? He has only a band of specialized workmen, each trained to one thing. He cannot find what he wants unless there happens to be an exceptional man who has learned other operations in spite of difficulties. The manufacturer is thus just as much at a disadvantage from the present system as the boy himself. The German mind saw the inherent weakness of the system of the English-speaking people, and by establishing a complete system of industrial training was able to march forward in the industrial world.

Vocational training affords the only way of settling these difficulties. The machinist can be so fitted for his occupation that, when the exigencies of the shop demand the finding of a new foreman, his mind is already awakened to the principles of the business far beyond the routine of the single operation to which he may have devoted himself. A proper vocational training would incite him to keep in touch with all phases of the work and when the time comes for advancement he is ready for it. This is of particular importance to Massachusetts, which has no important natural advantages and must depend upon the intelligence of its people for its success. And the time has come when a conventional education will not do. It must be an education that will fit for the work to be done. The great question now is as to whether we dare to undertake to revise a system that is out of date.



Outdoor Schools

By Elnora Whitman Curtis, A. M.

Honorary Fellow of Clark University

(Concluded)

Turning to America we find open-air schools of a very different type. Until lately but two of our cities had established them, but several have sprung up quite recently. Providence established its school two years ago, Boston something over a year ago, Chicago, Pittsburg, and Rochester very recently, and Hartford will open her first school this month. Reports are re-

ing the winter by two stoves, which temper the air slightly so that it averages ten degrees or so warmer than that outside. These stoves are used also for cooking purposes and for heating the soapstones which form part of the school equipment. The children sit in their outside clothing over which are drawn heavy canvas bags which protect the lower part of their bodies, and



COURTESY OF BOSTON ASSOCIATION FOR THE RELIEF AND CONTROL OF TUBERCULOSIS

REST HOUR

ceived daily of similar enterprises in other cities.

Another Type of Fresh-Air School

In Providence about two years ago an old city schoolhouse was remodelled by removing a portion of one side of its upper story so that considerable exposure to sun and air was effected. Adjustable windows that can be lowered were provided; but the idea is to so harden children to weather conditions that this would be seldom necessary. The room is heated dur-

extend up over the backs of the chairs. The desks upon moveable platforms are placed opposite the wide opening so that the children face away from the light with their backs exposed to the sun and air.

The school is conducted to a considerable extent on the lines of the regular schools as to hours, etc., but certain innovations are introduced, for example, breathing exercises, calculated to meet the needs of tuberculous children—for to such the school is restricted, and to counteract also the effects of sitting in a low temperature.



INTERIOR OF THE PROVIDENCE FRESH-AIR SCHOOL

The number of pupils is limited to 25, and the studies are those of the usual ungraded school. Baths and the afternoon rest period, features of the foreign schools upon which much emphasis is laid, do not find place, nor does the frequent feeding. Children receive, however, a cup of hot soup during the morning recess, and for dinner one hot dish to supplement the luncheon which they bring with them for their midday meal. They gather with their teacher around a long table, which is waited upon in turn by different members of the group, and they appear to be enjoying to the fullest their surrounding. Health cards are kept for each child, and the school physician makes regular visits, looking after the needs of individual cases. Children have made good progress physically, and have been able to keep up most satisfactorily in their studies, so that the school may be counted an unqualified success. It is a part of the regular school system, though run in conjunction with the local Society for the Prevention of Tuberculosis, through whose efforts it was established.

Inasmuch as a school of the kind affords less opportunity for divergence from ordinary school methods than do the forest-schools, lacking their resources for varied occupations and diversion, by so much more must the personality of the teacher be the all-powerful factor in offsetting the hardships incident to carrying the undertaking straight through an entire winter. Resourcefulness, tact, cheeriness and enthusiasm in large degree are requisite, as well as a capacity for enjoying school experiences and for imbuing children with the idea that they are having a good time. Both looks and words show the pleasure of this little group in their new experience. A visitor feels the "spirit" of the place at once, but as the teacher there has said, it is difficult to catch it for reproduction upon paper, though children manifested in a hundred ways their enjoyment of school life as lived in the fresh-air school.

A Modification of the German Type

In interesting contrast to the fresh-air school of Providence is the outdoor school



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AT WORK

of Boston, started at the beginning of the last school year. It is an outgrowth of the school for outdoor life maintained on Parker Hill for tuberculous children during the summer of 1908, which was taken over in the fall by the city and provided with a teacher at municipal expense. It is run in conjunction with the Society for the Relief and Control of Tuberculosis. Equipped as to buildings with sheds, a lean-to and tents, the school was kept up in its camp surroundings well into winter, and only moved in January from its windy hilltop to Franklin Park. In this city park a building already there has been put in order and adapted to the purposes of the school. Kitchen, dining-room and rest-room find place on the lower floors. Classes and recreation are provided for at the top of the building, which is left, except for one small portion, as uncovered roof space. Here a tent has been erected and fitted with meager apparatus, though all that is required in this new type of school; and here twenty children study and play. They undergo

medical examination, and records are kept showing their weight and measurements. An hour's rest is compulsory after the mid-day meal, which, as well as breakfast and supper, is furnished at the school. Breathing exercises similar to those noted in the Providence school are in practice here. Canvas bags such as were in evidence there are also furnished, but soapstones and stoves are not provided.

Here, as in Providence, children are delighted with the new school life, and appear to be having a thoroughly good time. They are sorry for those who have to go to the ordinary school, and look forward with dread to the time when they will be returned to it. The experiment has proved such a decided success in the opinion of both physicians and members of the school board that it is to be continued on a more comprehensive scale.

The Experiment Successful Everywhere

It is significant that in every instance open-air schools have been counted indub-

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CLASSROOM

le successes, and have been thought to fully justify continuance. Such was the case even with the first English school of the kind where, notwithstanding numerous unfavorable circumstances, the benefits derived were unmistakable. Another fact worthy of notice is the spread of these schools within a short period to such an extent as to warrant the prediction of educators abroad that in the near future no industrial town of any size will be without one.

In all cases authorities have appeared satisfied that the two-fold object of the schools, to benefit delicate and backward children and at the same time to prevent educational loss, has been attained.

Quite in accordance with methods in vogue in the treatment of defectives, punishment is not permitted; yet, as proof that all training is accomplished, children at last, incapable of active response learn to obey promptly the word of command, a fact which gives food for thought to all opponents of "soft pedagogy."

Indirect Results

As a training in citizenship also, by development of the group spirit, and as a moral agency these schools have possibil-

ities. Children undertake cheerfully the duties of their communal life, and by a stimulation of interest and appeal to motor activities, energies which often, when left undirected seek undesirable outlets, are turned into healthful channels. Those most closely connected with these schools speak of the influence that goes from them through the children to their homes. Families move from unsanitary tenements to those where conditions are more favorable to the recovery of the delicate members, thus extending the benefit to entire households. Fresh air is allowed to enter sleeping rooms, hitherto unventilated, and many other good results might be cited. Teachers frequently mention the improvement in the manners of the children. The writer can testify as to their good behavior at table from personal observation on several occasions when present with the children at meals. Children learn to like the more wholesome kinds of food, and become accustomed to frequent bathing and to the care of their teeth and nails, as well as of their clothing. They learn what it is to sit down to a well regulated, orderly table. New standards generally are gained, and new ideals are inculcated.



COURTESY OF BOSTON ASSOCIATION FOR THE RELIEF AND CONTROL OF TUBERCULOSIS

DINING-ROOM

The question has been raised as to the possible stigma attached to a segregated group of tuberculous or otherwise defective children. To one familiar with these schools nothing could seem wider of the mark. There is never room for all who would profit by the unique and manifold advantages they offer, and out of those first chosen the number must invariably be sifted down, to include only those in most urgent need.

Everywhere, when speaking from experience, parents consider them a boon. The changed appearance of their children is for most a sufficient guarantee of the good they are effecting; but in the foreign schools on the special visiting days many are interested in seeing for themselves the school in operation. Thirty-one English parents at the close of London's initial experiment sent to the Board of Education a letter expressive of their gratitude and satisfaction for results obtained and their hope that the work might be continued and similar schools established another season. "The children leave school," they said, "re-established in health, and much profited by a knowledge of a kind which could not have been secured within the confines of an ordinary school." This letter expresses the attitude of all familiar with the workings of the forest

school. The success of the experiment as regards the health of the children has been demonstrated beyond question, while educational results are not only satisfactory, but significant.

Why not Extend the Idea?

Such experience with defectives cannot but point to broader conclusions as to the care and education of children in general. That delicate and backward children can accomplish in far less, sometimes in half, the time the task of ordinary school children, raises the question as to whether similar methods in elementary school instruction might not be adopted to the benefit of all school children. On the grounds of social hygiene alone, then, outdoor schools would seem justifiable. On the pedagogical side they are a revelation.

The fact is we are none of us living up to our limit. Dr. Talbot, head of the Holderness summer school, tells how strikingly normal boys develop under a regulated life in the open. Just, then, as the forest school raises the defective to a level nearer the normal, so analagous establishments are raising the apparently normal to a level of more perfect efficiency. We glimpse here the possibilities for individual and race development.

Gleanings

A Modern City of Refuge

The New Garden Suburb of London, Hampstead, described in the *Städtebau*, embodies a scheme to create sufficiently near the business center of the city a suburb that will afford opportunity for living in separate houses near large woods for a comparatively reasonable amount. It is a subway station twenty minutes ride from the main subway points, and connecting with the entire net of city transportation.

leases, at comparatively low rents. The houses are all to be of artistic design, restrictions being very stringent. Even the necessary shops must accord with the general design. The streets, of which there are comparatively few, are very wide, and many of them end in a cul-de-sac, in order to lessen the traffic, making them more quiet, and also to reach and open up land without cutting it up by streets.

There are also a great many public play



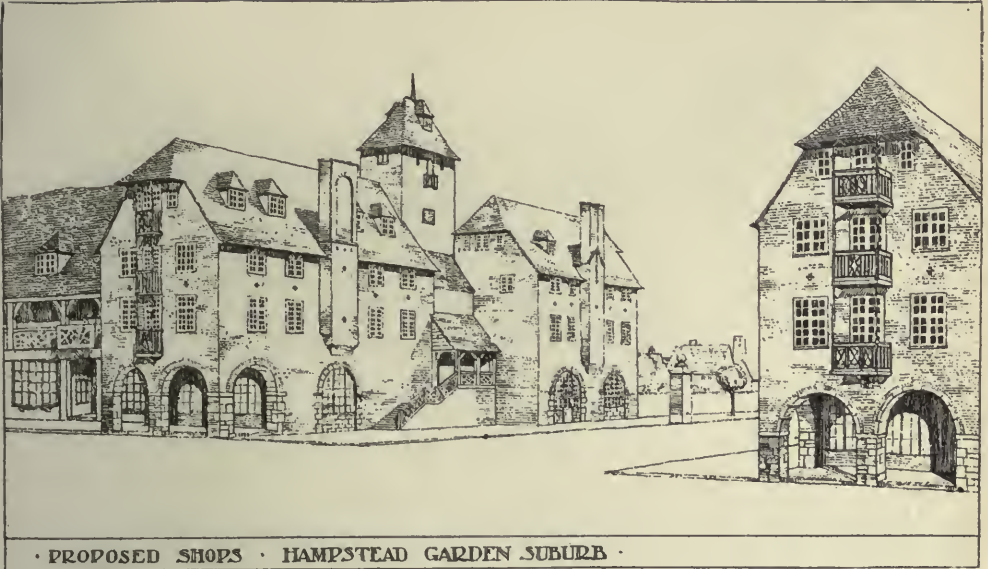
TYPES OF HOUSES, HAMPSTEAD GARDEN CITY

It covers about 240 acres, and has been subdivided to give room to about 1900 houses, most of which are supposed to be one family houses. The average number of people comprising a family being five, this would mean that the Garden is to house about 10,000 people (although it will probably be less),—a very low density as compared with other large cities, five or six times lower than Berlin, for example.

The property belongs to a realty company which does not sell lots, but gives long term

grounds; and, as the woods of Hampstead Heath are permanently protected against destruction, one side of the Garden Suburb is practically woods. The other boundary lines are formed by a sort of great wall, resembling somewhat medieval cities. The houses are nearly all to be low, none of them more than three stories.

The whole idea is only a few years old, and already almost 500 buildings have been erected or are in course of erection, and a great many leases are closed for buildings



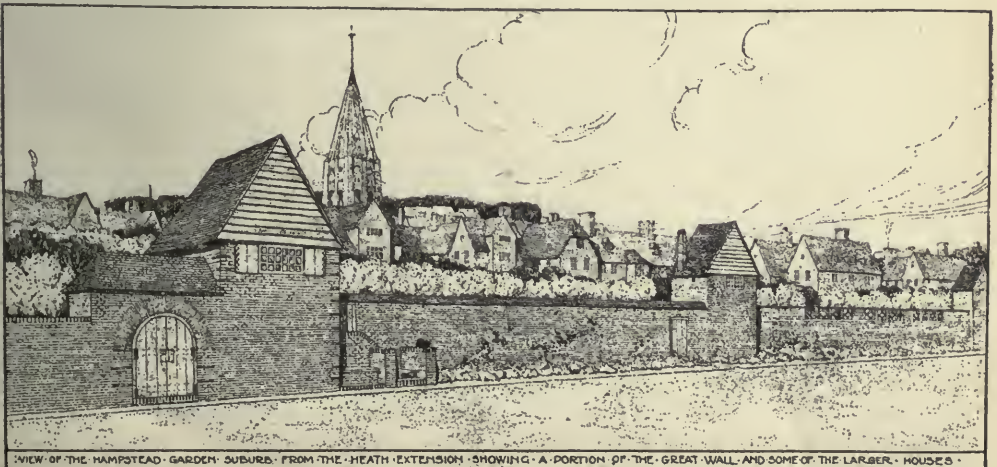
• PROPOSED SHOPS • HAMPSTEAD GARDEN SUBURB •

to be erected. The streets are not all straight, and are laid out with a view to giving an attractive perspective.

There are two churches, institutions of education, a library, and a small lake. As the ground is not even the plan is to put the public buildings on the high ground, the churches being highest, so that the squares in front of them command a very broad view over the entire suburb.

The buildings are of great variety of style and character. A classification of prospective inhabitants was practically adjusted through the plan itself; i. e., the houses and villas vary materially in price

according to location and therefore attract different classes. The locations which are free and open or near the woods are highest in price; the annual rent varies from \$200 to \$500 per acre, the location of the ground itself being the main factor. The buildings are partly detached, partly built in groups or rows, the latter especially composed of the smaller residences. The smallest one-family houses cost about \$1,000, and the rent is from \$85 to \$95 a year. For this rental the tenant gets one of the houses in a row, with four or five rooms and considerable garden space, besides his share of the play and recreation grounds. Houses



• VIEW OF THE HAMPSTEAD GARDEN SUBURB FROM THE HEATH EXTENSION SHOWING A PORTION OF THE GREAT WALL AND SOME OF THE LARGER HOUSES •

tended for more prosperous tenants reach values of \$15,000 to \$20,000.

The projectors and promoters of the London Garden Suburb have created something which does credit to every one concerned; their work will undoubtedly show its influence in the development of English city building, and, it is to be hoped, beyond the boundaries of England.



A Blessing in Disguise

In May, 1907, in San Francisco, a white man died of bubonic plague, brought from China by a rat, and transferred to its

plaine. Its battle field was "thirty square miles of city in the worst possible condition, with its sewers shaken to pieces, its garbage scattered on vacant lots." The attack began on the food supply. Vacant lots and streets were cleaned; garbage pails with tight fitting lids were insisted upon; the contents were burned; and millions of pieces of bread containing poison were distributed. Thus it is estimated that 750,000 rats were killed. Next the breeding places were attacked—"the stable, the bakery, the market and the other places where food is prepared"; rotting boards were replaced by concrete; impervious sewer connections



INTERIOR COURT, HAMPSTEAD GARDEN CITY

human victim by a flea. By September two deaths a day were reported to the Board of Health, and the Mayor, realizing the terrible danger to the city just rallying from destruction by fire and earthquake, telegraphed the President for federal aid. The matter was placed in the hands of the United States Public Health and Marine Hospital Service; experienced officers were rushed to San Francisco, and a systematic and vigorous campaign was inaugurated under the command of Dr. Rupert Blue, which is graphically described in the *Technical World* for November by his executive officer, Passed Assistant Surgeon William Colby Rucker.

An army was quickly recruited, organized, drilled and maintained in rigid disci-

pline. Its battle field was "thirty square miles of city in the worst possible condition, with its sewers shaken to pieces, its garbage scattered on vacant lots." The attack began on the food supply. Vacant lots and streets were cleaned; garbage pails with tight fitting lids were insisted upon; the contents were burned; and millions of pieces of bread containing poison were distributed. Thus it is estimated that 750,000 rats were killed. Next the breeding places were attacked—"the stable, the bakery, the market and the other places where food is prepared"; rotting boards were replaced by concrete; impervious sewer connections

were installed; sheet iron and concrete were used in new buildings, while less permanent frame buildings were elevated from the ground like the familiar corn-crib, so that cats and dogs might freely circulate beneath. Along with this went a campaign of education to secure the coöperation of the citizens, cautiously at first, lest the timid flee and foreign governments quarantine the city; clubs and meetings were addressed; a Citizens Health Committee was appointed; more stringent health and building ordinances were passed; and finally, by means of a judicious suggestion that if, when the Atlantic Fleet, then bound for San Francisco, came to anchor it was not safe to grant shore leave, "Seattle would get the

fleet," "the public awoke, the social and political clubs, business organizations and labor unions, the church, the bench and the bar, united in the crusade for sanitary righteousness."

The plague was stamped out with 159 cases and 77 deaths, 1,000,000 rats slain, the city cleaned and scoured, several million feet of concrete rat-proofing laid, and most important of all, the seeds of sanitary reform firmly implanted in the minds of the citizens of San Francisco, the fruits of which will prove of permanent and inestimable value.



The Cure for Graft

Doing city business according to business methods is the enlightened means of preventing neglect, inefficiency and dishonesty in municipal affairs. Exposure of graft often accompanies the installation of a system of uniform accounting, but the object of such a system is primarily economy.

In the November *World Today* Don E. Mowry tells of the need of uniformity in municipal accounting, and of what has been gained by the five states that have made this common-sense provision. In these states it is now possible to draw up schedules of comparative costs with accuracy. Waste of public funds is prevented, and through inspection and supervision leave no openings for defaulters.

Ohio leads the short list in effectiveness of system. She is saving money and conserving official integrity. The whole country is beginning to realize that its cities need not sit despoiled and helpless. It seems a matter of sanity to take an interest in one's own business.



Health and Noise in Cities

Hollis Godfrey, writing on this subject in the November *Atlantic Monthly*, says:

"The unnecessary noise of recent years, the escapable noise, so to speak, has increased to a point beyond all reasonable tolerance. * * * A constant, if unperceived drain upon the strong, the noise of the city may be an almost intolerable torture to the weak. * * * Dr. Hyslop of London says, 'There is in city life no factor more apt to produce brain unrest, and its sequel of neurotism, than the incessant stimulation of the brain through the auditory organs.'"

Mr. Godfrey heads his list of hideous and hurtful noises with the steam whistle, particularly on locomotives and factories, calling it an outworn relic of a former time. Gates, grade-crossings, the block-system and automatic signals, or as in Europe, musical bugle-calls, take its place on railroads, and cheap time-pieces or public clocks make it as easy for the factory worker to arrive on time as for his children to reach school on the stroke of nine. Some cities have dealt with the subject by legislation, notably Cleveland, whose ordinance is quoted as a model.

Then follow the noises made by horses and vehicles on city pavements, which can be modified by the construction of the pavement. Wooden blocks such as are used in London are the most noiseless; next comes macadam, while stone block pavements are much worse than asphalt, and cobblestones worst of all. The necessary noise of trolley cars is infinitely increased by poor equipment. The "fiendish variety" of motor whistles, the vibration of overhead trolley wires, the bells and gongs of the street cars, the rumbling of the elevated, all add to the din. Church bells and striking clocks have outlived their usefulness and poetic suggestion in cities, while the electric alarm or telephone make the fire bell and whistle an outgrown utility. Stray dogs and cats should not be permitted to roam at night, waking the sleeper with their howling and barking. The offences of the milkman have become so conspicuous that in New York some of the largest companies by means of rubber tires and rubber shod horses now deliver "noiseless milk," to their own great profit.

Street music and the cries or noises of hucksters should be regulated by ordinances—perhaps as in Arverne-by-the-Sea where a license fee of \$50 is imposed on the latter for shouting or noisy devices; and Newark has directly forbidden such noises, going so far as to regulate the use of the phonograph.

The article concludes with an account of the tireless efforts of Mrs. Isaac L. Rice of New York to suppress, by legislation and by aroused public sentiment, the continuous shrieking of steam whistles on tugs and other craft on the waters surrounding New York. Everything else failing, it was finally reached by a congressional bill in-

troduced by Congressman William S. Benet of New York, giving the supervising inspectors of steamboats the right to regulate the whistling done by boats in waters under their jurisdiction, the first bill ever passed by Congress for the suppression of noise. To follow up this victory, and especially to diminish unnecessary noises in the vicinity of hospitals the Society for the Suppression of Unnecessary Noise was formed with Mrs. Rice as President and many distinguished Americans on the Advisory Board. Their work in enforcing a "Quiet Zone" around hospitals, within whose bounds even children are tactfully persuaded to keep quiet, has already been of inestimable service.



To Stop Rack-Renting

An ingenious plan, worked out by Mr. Herbert Constable in the November issue of the *New England Magazine*, for securing an almost automatic regulation of rents by means of taxation, provides that every landholder must at the beginning of each year set a value upon his property, and that assessments be made then for the ensuing year; that the tax bill "contain a permit to sell the property at not more than the assessed value, or to rent it at not more than a fourteenth (say) of its assessed value per annum"; and a provision forbidding its sale or rental during the year for more. If the owner fixes the valuation too high, for the sake of obtaining higher rents, he at the same time increases his taxes, for his figures must stand, and he must pay taxes on fourteen times the highest rent he may receive during the year. If on the other hand he sets it too low, the property must be reassessed by the assessors. The renting ratio of one fourteenth, yielding 7 per cent of the sale price or assessed value, is believed to be fair both to landlord and tenant, and variations should be slight.

Tenements pay the lowest taxes and yield the highest rents, and would be most affected. The system would also discourage landlords owning a large number of tenements from allowing part of their property to remain vacant in order to maintain excessive rents.

Persons already paying taxes on a fair and adequate assessment would have no in-

creased burden, but would indirectly derive benefit from having a larger proportion of the general tax borne by property heretofore under-assessed.



A City of Gardens

Northampton, Mass., says Mr. H. D. Hemenway, Secretary of the People's Institute, in *Art and Progress* for December, is fast becoming a city of gardens and well kept homes. This is due to the Flower Garden Competition, started by the Institute ten years ago, with a score of competitors. This year 900 homes competed, over \$185 was awarded in prizes, and the transformation in the appearance of the city is more wonderful than even the numerical growth would indicate.

"Many garden competitors started in the competition with their lawns merely grassless yards, or a waste of sand and weeds. Now in place of these unsightly yards we have beautiful, well-kept lawns and appropriately planted shrubbery. This was done not only by persons who were well-to-do, but by persons working in mills who are simply tenants of the places in which they live."

The highest prizes have been taken by one Michael Burke, a dyer in the silk mill. Ten years ago Mr. Burke's artistic aspirations found adequate expression in seven red geraniums in front and a sand bank at the back of his house, and of him his shopmates said that Mike could not grow cabbages. Today his layout, planted with hardy shrubs, with annual flowers sprinkled among them to give color, would do credit to a landscape architect.

"The work is always contagious. As one man improves his place the whole surrounding neighborhood begins to take on a cleaner aspect until there are now beautifully kept and well planted lawns where a few years ago nearly the entire street was bordered by grassless yards. The improvement of the property, the general civic betterment, and the uplift in moral tone is unquestionably felt."

Competitors are advised so to plant as to make the whole place a single picture of a home, with the house its chief feature and outside boundary line its frame; to plant all the boundaries, leaving the middle space open; to avoid straight lines and sharp angles; to plant shrubs back of the flowers, which will last after the annuals have faded, thus producing a nine months instead of a three months garden.

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Let Music be Heard in Towns

Blue Hill, Maine, is in at least one respect fortunate. It has a summer colony of musicians of high rank, and, with their good will, it has learned to profit in a combination of ways by their presence. An annual concert is given. This, by such talent as Blue Hill affords, is a treat seldom afforded in out-of-the-way places. The Blue Hill people have the concert, and they help a local cause by devoting the money to the uses of the Blue Hill Road Improvement Fund. This helps the summer visitors, too, and here is a suggestion of what might be done in hundreds of towns throughout the

Choral societies have met with good success in a few places, enough to show that it could be done elsewhere. Besides the beneficial influences of such occupation, a choral society can generally solve the vexing problem of funds for the local improvement society.



The Model Town of Gwinn

Gwinn, created by the Cleveland-Cliffs Iron Company under the supervision of Warren H. Manning, landscape architect, is an example of the ascendancy of humanitarianism and good business policy over pure commercialism, rather than a civic



THE ATTRACTIVE HIGH SCHOOL IN GWINN

In the foreground is an athletic field with cinder running track. The natural growth of pine, spruce, birch and poplar has been preserved.

country where summer visitors are to be found.

Towns and villages have a practically untilled field ready for the working in the way of developing local talent, and as in the case of Blue Hill, though perhaps not to the same extent, trained leaders can be secured for at least a portion of the year. Music would help to while away the dreary hours, and it has a distinct cultural value. We should keep in mind the Welsh peasants who pursue music with a zest seldom to be found in this country. One may often see a group of them in a cart singing from the score as they slowly make their way home from the fields.

triumph, as it is called by the *Albany Citizen*. In the opinion of the Company it is good policy to provide decent homes in a decent environment and to add schools, recreation centers, open spaces and attractive public buildings. The town is so new that its civic life has hardly more than started, but it is safe to predict that vigilance committees will not feature so much in the early life of Gwinn as they have in many other mining towns, and that civic responsibilities, as they develop, will be gracefully assumed by the people, and that thus will a civic triumph become possible.

Gwinn is located in the valley of the Escanaba River in Michigan. It has mod-

ern water and sewage systems, although at present it can accommodate but about six hundred people. The streets are laid out in attractive ways, the width varying from forty to eighty feet, the wider streets being centered by parked ways with trees and shrubbery. When clearing away the original forest many beautiful trees were preserved, so the town will not have to wait for them all to grow.

The cottages have from four to six rooms, they are of a varied and attractive architecture, and each one has its lawn, garden and playground accompaniments.

At the start the steep wooded slopes around the town, in most towns covered with billboards and rubbish, or preëmpted

A Vigorous Old Age

The Laurel Hill Association of Stockbridge, Mass., is the oldest improvement association in the country. It this year celebrated its fifty-sixth anniversary, with some variations from its usual customs, but with no lack of evidence of a vigorous old age. The list of speakers in itself evidences such vigor that one may not for a long time look for signs of decay. The speakers were President H. A. Garfield of Williams College, Governor Draper, Lieutenant-Governor Frothingham, President of the State Senate Allen T. Treadway, Richard Watson Gilder and Frederick Crowninshield. One might almost forecast immortality for an association with such powers, and it is inspiring



ONE OF GWINN'S PARKED STREETS

The roadways are each 16 feet wide and the parked space 18 feet. A few years will produce an ideal condition.

for the uses of some private individual, were reserved for the people. A trail has been laid out to make them accessible from the start. A civic center was established, and there may already be found the school, the court house and the churches.

Gwinn is from the start avoiding the mistakes of the average town. It will have no slums, no dark rooms, no hopeless rentals founded on sweated land values. It will have nothing to undo. It will have less of sickness, less of crime, less of poverty. With all the broad acres of America why are there not more Gwinns? Little England has more of them than all America. Let the news of Gwinn be spread broadcast that its example may be followed by those who would build rather than destroy.

to know of such persistence in living after noting the intermittent existence of the average society. Stockbridge is itself an interesting evidence of the vigor with which the Association has lived its life, and it takes nothing from the credit due the Association to say that it secured a number of these speakers because they are summer residents in the town. It was the work of the Association that brought them there to live.

The meeting took place, as usual, around the rock rostrum and pulpit on the top of Laurel Hill. This open-air auditorium is an interesting evidence of the originality of the work of the Association. The annual meeting is always a red letter day, ranking even above the town meeting as a civic function.

This organization was formed in 1853, and it has since maintained a continuous existence. As may be seen, it can, by force of its position, draw for the asking what but few similar organizations can secure in any way. Thus is presented an interesting commentary on the cumulative value of even mere existence. But the Laurel Hill Association has had more than this and it to-day stands preëminent among its kind.



The Willow at Hairpin Turn

An ancient willow stood at "hairpin turn," a sharp curve in the highway running through the town at Tyngsboro, Mass. The Lowell Automobile Club was planning

with them at all times and respect their wishes in such matters as are under our control." The people were pleased, and of course correspondingly shocked to learn a day or two later that the tree had been removed by the contractors. The club said it was a blunder and the people had to content themselves with questioning the efficiency of a management that would make such a thing possible.

The automobile club left some dollars in the pockets of the people of Tyngsboro, but it also left a blot on the landscape and a sore place in many hearts. For Tyngsboro is not indifferent to its trees. From the standpoint of village improvement Tyngsboro is historical ground, for there in 1843,



A TYPICAL STREET SCENE IN THE NEW TOWN OF GWINN

These attractive cottages, with their variety in architecture, are in interesting contrast with the usual sameness of "company shacks."

a series of road races over a course that included the turn. The contractors sent out to make ready the way thought that the turn could be taken at a higher speed if the willow were gone. It was proposed to the tree warden, a hearing was given, and the townspeople rallied in defense of the tree. They said "no" at the hearing and almost a hundred people, including the entire membership of the executive committee of the village improvement association, signed a petition in defense of the tree. The automobile club replied that it would heed the wishes of the people. Said the president: "You may say for me that the Lowell Automobile Club does not desire the removal of the tree or its injury in any way, and we are glad of this opportunity to show the Tyngsboro people that we desire to work

almost ten years before the Laurel Hill Society was founded in Stockbridge, the people formed the Tree Society, the first American improvement association. And today the distinguishing mark of the town is the rows of magnificent elms planted in those early days. So the willow at "hairpin turn" was in a watchful environment. It was, moreover, the delight of the children, of trampers, driving and automobile parties, for it stood at a vantage point on a road not any too well supplied with trees.

The story of the road races is not yet told, how the roads were closed to traffic, people shut off from access to their homes, tolls levied on any who would cross the highway bridge,—but it is too long to be recounted here. The people of Tyngsboro vs. the automobile and its unreasonable devotees

yet promises to make history. A wise prophet would see the handwriting upon the wall. How about the automobilists?



Summer Colony Improvement Societies

At Eliots, a summer colony in the town of Waterville, N. H., the residents have organized an improvement society, mainly for the purpose of maintaining a golf course, and of putting in shape, blazing and maintaining the mountain trails which have in recent years become so popular.

In the adjoining town of Tamworth the leading citizens, headed by such men as Charles P. Bowdith, John H. Finley and C. Howard Walker, sent out a call during the past summer for the purpose of organizing a Tamworth Improvement Association. Among the objects needing attention were mentioned the invasion of the green caterpillar, the regulation of automobile traffic, and the proposed state highway to the White Mountains. The caterpillars mentioned are a serious menace to the entire district. In the Wonalancet intervale, for example, practically all roadside trees and entire forests of maple, beech and birch on the mountain sides have been defoliated, so that even in early August the appearance was that of November. Besides there was the ever present nuisance of "green worms." The call for the meeting says: "If the caterpillars are not fought effectively for a year or two until their natural enemies have multiplied so as to hold them in check as before the year 1908, they are likely to kill most of the trees they have attacked this year. They will not be fought effectively by individual action; and if they were, the worry and labor and expense would be enormous. By united action, however, the most important dooryard and roadside trees can be protected with little worry and comparatively little labor and expense."

Such organizations will do perhaps as much as any thing that could be devised to develop community consciousness among such a mixed population. The remaining permanent residents are pretty well scattered, with large areas of abandoned farms between. In the summer there is a heavy influx of summer residents and vacation-

ists. The perpetuation of the attractiveness of the region will depend in great part upon united action towards desired ends.



More Snags for the Billboards

The method of Congressman Gillett with billboards, as outlined in this department in November, has many supporters in other parts of the country. The Mountain Society, devoted to bettering conditions in the northern portion of the town of Montclair, N. J., is making it known to the merchants thereabout that if they want the custom of its members they must advertise in a seemly way. And this, they say, is not via the billboard. The society has issued this statement:

"There is no legal way to prevent the erection of such signs on private property or to cause their removal after they are erected, but the community has in its hands an effective method of making them worthless by refusing to buy the goods so advertised. No advertiser will spend his money on such displays when it is well understood that the community which he seeks to interest in his goods is averse to that kind of advertising."

And these "absurd reformers" go further. They are sending out cards with the statement: "I am opposed to the erection of signs for advertising purposes in Upper Montclair, and the policy of my family is not to buy goods advertised in that manner." This statement the society requests its members to sign and return. It is advised that this method is legal. Congressman Gillett points out that the individual may do as he likes in this respect. The Mountain Society demonstrates that the family also may do as it likes and that its members may agree among themselves not to assist in making possible further encroachments on the landscape. The editor of this department would be glad to hear from such families in all parts of the country. He cannot combine with them to protect the landscape as others may combine to take it away from us, but he can and will extend to every one of them the right hand of fellowship. Let us congratulate ourselves that there are no legal or constitutional impediments in the way of our making ourselves known to each other. When we can know that we are legion, then what?

Books for the Citizen

Analyzing a City's Life

Providence, the second city in New England, "with its favorable location, its historical associations, its growing population, and its expanding trade" has been selected by Professor Kirk as "fairly representative of the average American city struggling for light." The book which he has edited, "*A Modern City*,"† is presented with the hope of stimulating similar studies of other important centers.

American cities, unlike those of Europe, were developed after the governments of the various states or commonwealths had been fairly successfully established, and in the task of self-government they have often sadly failed.

Founded as a refuge for personal and religious liberty by men who indelibly stamped it with their individuality, developing by slow and steady growth, retaining to an extraordinary degree the vivid marks of all its past, Providence presents a peculiarly instructive study of civic development. Its "history is as clearly recorded in existing Providence institutions as the growth of a tree is recorded in its fibre." First an agricultural community, then a rich seaport with ships in all parts of the world, it was finally transformed into an industrial center by the introduction of cotton spinning, whence sprang the great prosperity which has made it a city of some 200,000 inhabitants, richly endowed with institutions of art, science, education and philanthropy.

The book is a compilation of essays or monographs by different authors. Following a most readable introduction, the subjects considered are the geography of the city, its population, industries, labor, government, finance, education, art, philanthropy and religion. There is necessarily a lack of unity and homogeneity, an occasional overlapping and repetition, and possibly a slight variance of opinion among the different authors. On the other hand there is great breadth and variety of view, and the different subjects have been treated with

a thoroughness and thoughtfulness which a single writer might not have attained. This is well illustrated by the chapter on finance, containing material, statistics, tables and deductions requiring for their presentation a trained accountant or statistician.

One finds oneself lingering over the chapter entitled "Labor," written by Professor Kirk himself, for Providence, preëminently a mill and factory town, is the field where many problems of the day connected with this most absorbing and vital subject are working themselves out, such for example as child labor, the enormous proportionate increase of female labor, the distribution in work of foreign labor according to national adaptivity, the housing of the workers, the development of trades unions and industrial agreements.



The Art of Designing Cities and Suburbs

It is no longer necessary to convince public opinion of the desirability of town planning along lines of beauty and healthfulness. The year just closing has produced much informing material on this subject, and it has been possible to illustrate every treatise with examples of practical application of the principles involved. This most vital branch of modern science embraces all that makes for human welfare, and public recognition of this truth is evidenced by the fact that so many municipalities have already made of themselves experiment stations, in which the results of carrying out enlightened ideas may be from the first correctly forecasted.

"*Town Planning in Practice*"* is an important English work which brings together the fruits of several years study by Mr. Raymond Unwin, and by means of diagrams, maps and photographs gives abundant illustration of the experience of the past and the practice of the present. It is a part of the author's broad purpose to forestall errors of impulsive and ill-considered planning by presenting, together with a clear exposition of both the formal and informal schools of town design, a statement of the

† *A Modern City*: Providence, R. I., and its Activities. Edited by William Kirk, Ph.D. The University of Chicago Press, Chicago, 1909. Octavo, 375 pp.; \$2.70.

* By Raymond Unwin. T. Fisher Unwin, London. Crown quarto, 437 pp., 300 illustrations; 21s. net.

deliberate procedure of the careful designer who seeks to preserve the town's individual character and to satisfy its individual needs.

Five thousand years ago a little Egyptian town was neatly laid out for the workmen who were building a nearby pyramid, and the simplicity and orderliness of its uncovered streets are a present-day rebuke to the haphazard construction of modern engineering settlements. The author has gained from this and many other examples, ancient and modern, carefully illustrated in this volume, the principles employed by earlier designers, whose work and that of their copyists he studies with a clear sense of the duty of independent thought.

This characteristic of the author, independence of judgment, impresses the reviewer strongly, and is well illustrated in his attitude toward the present German school of town planning, which consciously designs along the irregular lines of medieval towns. After acknowledging his admiration for the skill and thoroughness of German town planning and the benefit to be derived from a study of the results of its experienced labors, Mr. Unwin says:

"While, however, the importance of most of the principles which Camille Sitte deduced from his study of medieval towns may be as great as the modern German school thinks, it does seem to me that they are in danger of regarding these principles as the only ones of great importance; nor do they appear to realise how far it is possible to comply with these principles in designs based upon more regular lines. Some of the irregularity in their work appears to be introduced for its own sake, and if not aimlessly, at least without any adequate reason; the result being that many of their more recent plans lack any sense of framework or largeness of design at all in scale with the area dealt with."

The great value of this book lies in its discussion of practical problems, such as the best arrangement of roads, as to direction and jointure, for traffic and for residential purposes, so that home quiet and pleasant outlooks may be preserved. No merely theoretical solution is suggested; every problem is an individual one to be economically answered. The wealth of illustrations includes several fold maps and is made of repeated use by marginal references. Building by-laws are discussed with reasons for recommending their greater elasticity. A list of English, German and French authorities on town planning and housing is given.

The Needs of City Children

The first four chapters of Miss Addams' book, "The Spirit of Youth and the City Streets,"[§] contain a powerful argument for the need of wholesome pastime and recreation for the young of all ages in our cities. The characteristics of youth are love of play, a natural spontaneity and joyousness, a craving for pleasure. These forces, so potential for good if they find their proper outlet, become most dangerous when repressed, or when fostered by persons actuated solely by commercial motives.

The public dance halls tempt the lonely and innocent boy and girl, where too often they become the victims of the vicious; the gambling and drinking saloons lure by their apparent gaiety; while the cheap theaters and moving picture shows, which often become an overmastering passion with the young, present "a debased form of dramatic art and a vulgar type of music."

The love of adventure and excitement in boys, not in itself vicious, when undirected, expresses itself in crimes, filling the juvenile courts, or even in the use of drugs, such as opium and cocaine. The lives of many girls are wrecked by the craving for pleasure coupled with the "fundamental sex susceptibility," a tremendous force which directed aright is valuable and necessary for the foundation of the family. And yet "this inveterate demand of youth that life shall afford a large element of excitement is in a measure well founded; * * * the first step in recreation is 'that excitement which stirs the worn or sleeping centers of a man's body and mind.'"

That the love of drama can be wisely and successfully directed is shown by the Children's Theater in New York, and by the Hull House Theater where the best and most classic plays are acted and witnessed with boundless enthusiasm.

Some American cities are awakening to the need of making adequate provision for public recreation. Boston has its municipal gymnasiums, cricket and golf grounds; Chicago, seventeen parks with playing fields, gymnasiums and baths. Public games, parades, orchestral music in parks, celebrations in public schools, the festivals of foreign colonies, folk dancing, are among "the precious beginnings of an attempt to supply the recreational needs of our cities."

[§] By Jane Addams. The Macmillan Company, New York, 1909. Duodecimo, 162 pp.; \$1.25 net.

The concluding chapters deal with the effect of the unrelieved monotony of factory work upon the child from fourteen years old and upward, the harmful forms of revolt or the more deadly acquiescence and the inadequacy of our educational system to train the individual child with special inclinations or gifts. Finally the author speaks most tenderly and impressively of the germ of spiritual life showing itself in various ways, which if not fostered during the impressionable period of youth, loses its vitality and power of growth.

Miss Addams' book is filled with touching incidents drawn from her rich experience at Hull House, and from the sad and sordid

details she extracts their significance, their origin in a perverted nobility, and suggests the line along which help in a large way can be administered. The city, and therefore from the nation, are the losers from these neglected golden qualities of the spirit of youth.

"It is as if we ignored a wistful over-confident creature who walked through our city streets calling out, 'I am the spirit of Truth! With me all things are possible!' We fail to understand what he wants or even to see his doings, although his acts are pregnant with meaning, and we may either translate them into a sordid chronicle of petty vice or turn them into a solemn school for civic righteousness."

The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the coöperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

1. Birmingham, Ala.—In what manner should a tract of 250 acres of land, of wooded and rolling topography, be laid out as a model industrial town-site, adjoining extensive industrial developments in immediate contemplation? These developments to employ all classes of labor from superintendents with salaries of possibly \$10,000 per annum to common labor at \$1.50 per day. Information wanted to cover the width of streets in business section and various classes of resident sections; character of street improvements; design, character and cost of dwellings for different residence sections; it being assumed, of course, that the town will be provided with water mains, storm and sanitary sewers, electric lights, gas and other conveniences. The proposed town is expected to be a Gary on a small but more attractive basis, owing to the topography and surroundings being better than those of Gary.

A.—Your correspondent's inquiry is certainly of much interest, but its scope is greater than can possibly be answered in brief form. Considerable data, also, which would be essential to an adequate reply is withheld. For example, no indication is given as to the probable population to be taken care of, and knowledge of the acreage is not much help if we do not know about how many persons must be put on an

acre. The latitude of the tract, that one may know regarding the orientation of the houses and direction of streets, with reference to making the homes sunny (for instance, in Northern Michigan one would not plan as one would in Southern Alabama), the direction of the prevailing winds, the degree of the tract's remoteness from an established center of population and the manner of connection with that center, the presence of a water course and its character, are typical matters of vital significance for making an adequate plan, on which data is not given.

As to the matter of street widths, it may be said in general that a provision of wide streets—while it seems to give the residents something for nothing, in that there is thus provided space outside of that land for which they pay—really is paid for by them. This is because the wider street, reducing by the amount of its excess width the available building area, raises values in that area. In my judgment, it is sometimes better to make the streets in such a tract, where the approximate limit of population can be foreseen, comparatively narrow, and to put at straight points, in more usefully shaped plats, the area (or

such part of it as needed) which is saved by restricting the streets to width of traffic usefulness. To illustrate, imagine a non-arterial street on which live a hundred and fifty male workers, from 18 to 40 years of age. Instead of providing a street 60 feet wide, between property, suppose we make one 36 feet wide, and put the 24 foot strip which is thus saved into a conveniently located ballground, of the same total number of square feet. This would afford opportunity for healthful outdoor exercise—in perhaps more than one diamond, while as compared to the extra street width it would cost practically nothing for maintenance. Of course there are questions as to the shape of the property and other details in regard to it that will determine the most advantageous way—from all points of view—of cutting up.

It is good to see such an inquiry, and to realize—as one must—that it is a type of a number that is growing. It must be earnestly hoped that our correspondent's interest will prove sufficiently genuine to lead him to seek expert advice based on complete data.

CHARLES MULFORD ROBINSON.

Rochester, N. Y.



2. Dallas, Tex.—At the National Conference on City Planning, held last May in Washington, D. C., it was stated that

the building regulations of Cologne provide that in the heart of the city 25 per cent of an inside lot and 20 per cent of a corner lot must be left unoccupied by buildings; in the outer sections the percentage is 35 and 50. Do these regulations specify what part of the lot must be left vacant, or is the owner at liberty to place the building where he chooses?



3. Oneida, N. Y.—What is the experience of your readers in regard to the desirability of having one public school building for two adjacent wards, as against a separate building for each ward?



4. Oneida, N. Y.—In eliminating grade crossings four methods are possible: to elevate or depress the tracks above or below the street level; to carry the streets over the tracks by bridges; or, where the grade of the tracks is somewhat above that of the streets, to depress the streets so as to cross under the tracks. What are the relative merits of these methods, especially with regard to damage to abutting property? As our city lies in a hollow, track elevation would seem best suited to local conditions, and information on the steps necessary to secure that is particularly desired.



5. Port Arthur, Tex.—I would take it as a favor if you would give the name of somebody to whom I might write about kindergartens. I want to get in touch with some one who will start one here. There seems to be a distinct opening here.



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LOOKING DOWN GRAND RIVER



WADING POOL AND FIELD HOUSE IN THE PLAYGROUNDS



A BROOK THAT SHOULD BE KEPT FOR THE PUBLIC



BRIDGE STREET BRIDGE

TYPICAL VIEWS OF GRAND RAPIDS, MICHIGAN

Grand Rapids

A Story of the Arousing of Civic Interest

By John Ihlder

Secretary Municipal Affairs Committee, Grand Rapids Board of Trade

That it may profit by the experience of others, instead of waiting until it shall have been forced to enter this hard school itself, is the hope of those citizens of Grand Rapids who have banded themselves together in the Municipal Affairs Committee of the Board of Trade. The modern doctrine that prevention is not only cheaper and easier, but also far more satisfactory in its results than is cure, has so far impressed them that they are giving freely of their time and money to ward off the evils which they see in the larger industrial cities of the country.

Grand Rapids up to the present has been remarkably fortunate. The lay of the land has in large measure done for it what in most modern German cities is secured only through the exercise of trained intelligence, a division of the city into industrial, commercial and residence districts. Along both banks of Grand River, which divides the town, lie stretches of level land that to the southward widen into a plain which will afford space for manufacturing and wholesale institutions when their present number shall be many times multiplied. Through these level reaches come all the railways with one exception. That exception cuts through a narrow valley in the northwestern part of town until it too reaches the level land by the river. The great factories and the wholesale houses of course follow the railroad rights of way.

Back of them on either side of the river are the streets devoted to retail trade, though the east side takes the lion's share. From these retail districts diagonal streets lead to the outlying districts. The diagonal streets, like the railway routes, are fortunate accidents rather than the results of good intentions. They are where they are in some cases because they follow little valleys and had become travelled roads before the surveyor with his right-angled ideals could disturb them. In other cases

they represent merely the pioneer's earnest desire to get to town as quickly as possible.

In one case, unfortunately, the sound logic which underlay this desire was disregarded as the city built up and a large block of rectangles was thrust through the middle of one of the old pioneer diagonals, separating it into two fragments which the City Plan Commission, with an earnestness equal to that of the pioneers, recommends should once more be joined together for the benefit of the travelling public.

Back of the retail district lie the residence districts, most of them occupying land considerably higher than that in the heart of town, land which occasionally rises to the dignity of hills and affords not only good drainage and a clearer air than the levels occupied by business, but often beautiful views where the right-angled surveyor has not been able entirely to overcome nature.

This, in a rough way, is the physical Grand Rapids. Up to the present its 120,000 people have been able to spread themselves over their heritage so thinly that the city has only the beginning of a slum. The men who work in the factories live in little cottages along tree shaded streets, with little dooryards before each house. Many of these cottages are owned by the workers. Out in the suburbs new houses are going up by the hundred, new streets are constantly being opened.

But down near the center of town there are houses built for one family that now shelter several. Occasionally there is a block or two where each lot holds two houses, one behind the other, and in one place there are even alley houses, homes set with their front doors face to face with the manure heaps of stables. This is only a beginning, so small a beginning as to be easily wiped out and forgotten if the people of the city can be aroused in time to its significance.

And that is the task, or rather it is typical

of the task the Municipal Affairs Committee has set itself—to arouse the people to an understanding of what these small beginnings mean, while there is yet time to wipe them out with so little effort that both may quickly be forgotten once the work is done.

In the other phases of city building there is the same condition. Of the river front only a comparatively small section has yet been surrendered to a railroad. To be sure, there are other sections that have been built nearly solid with factories and warehouses flush with the flood wall that the city is erecting. But these great blocks of buildings may readily be made architecturally dignified and pleasing; they are



WAITING TO BE TAKEN FOR A PARK

Mr. Brunner said "You don't need to make parks; you can simply take them."

far from being the permanent eyesore that a railway would be. And across from them, on the other bank, there is still space to make a riverside parkway which will add to the beauty and the comfort of the town, and give the people access to the water.

In the retail district there is as yet but one skyscraper that exceeds in height the limit set by the City Plan Commission of one and one-half times the width of the street on which it faces. Most of our streets are 66 feet, the principal retail thoroughfares are 82½ and 100 feet from building line to building line.

In the residence districts nearly all the houses are set back with lawns between them and the sidewalks. Only here and there a grocery store or a garage has jutted out to the injury of neighboring property.

Such is the situation in Grand Rapids, so good that the great majority of people are prone to be satisfied, to resent any intimation that they should exert themselves to secure improvement; but with the beginnings of urban evils appearing. And at this time the city is beginning a more rapid growth. Having passed the hundred thousand mark, of which superstition has made a sort of dead line, it looks confidently forward to the time in the not distant future when it shall certainly double its present population. But to many who feel this optimism it signifies nothing but a doubling of what we already have, double the number of factories, of stores, of homes. They do not realize that increase of popu-



OLD KENT FAIRGROUNDS

It is hoped that this will be converted into a juvenile detention farm under control of the Juvenile Court

lation means more than a doubling of present opportunities—and problems; that it means also the introduction of new opportunities and problems.

Some three or four years ago Grand Rapids acquired a citizen who in his old home had taken a live interest in public matters. At that time the Municipal Affairs Committee, after a year of agitation, had secured the appointment by the government of a City Plan Commission, but it had been unable to persuade the Common Council to give this Commission any money with which to employ expert advisers and get out a report. At one of the meetings when this subject of finance was being discussed the new comer exclaimed, "I have never known a city which had more public-spirited groups of men than has Grand



MODEL COUNTRY SCHOOL AND GROUNDS IN A SUBURB OF GRAND RAPIDS
A Ward of the City's Neighbors Committee

Rapids. But outside these groups there is a thick wall of indifference."

In those words was the message for which the Committee had been waiting. Its immediate task was to break down the wall of indifference. And then came the suggestion of the first Civic Revival. Before Grand Rapids lay the choice between good and evil, between building intelligently in such a way as to make the most of all its advantages, or drifting on through all the mistakes and abuses of the older cities. But it could not be guided aright by any single group of citizens; if it was to be saved it must be by the active interest and support

of a majority of its people. And this the Civic Revival was designed to secure.

Pamphlets, leaflets, dodgers of all kinds were circulated broadcast through the schools and factories. Announcements were made in the newspapers, placards were displayed in store windows, formal invitations to participate were sent to all the fraternal organizations, societies and clubs of the city. Professor Charles Zueblin, then connected with the University of Chicago, was the leader of the meetings. Yet Revival Week opened with discouragement. The weather was bad and we tried to comfort ourselves by accounting in this way for the small



THE SLIDE IN THE PLAYGROUNDS

audiences. As the week went on, however, the audiences increased in size. On Monday there had been but a handful of people. On Friday evening hundreds were unable to secure admission. In the afternoons Mr. Zueblin talked on some such subject as "The Training of the Citizen." In the evenings his address, illustrated with lantern slides, dealt with "The Redemption of Harrisburg," "Washington, the Capital City," etc.

On Saturday afternoon a conference luncheon was substituted for the revival meeting. At this conference, attended by eighty of the leading business men, the value of city planning was thoroughly discussed. At the close those present voted

ner came to Grand Rapids to study its problems at first hand they spoke before the Council, the directors of the Board of Trade and at other meetings, so that the people were informed as to the purpose and the value of a city plan. In spite of our general good fortune we had made enough expensive mistakes during our past haphazard building to point the moral. But the point always emphasized was the opportunity we had to create a model industrial city, one which would provide for the convenience of business, which would safeguard the health of its population by assuring air and sunlight and sanitation, which would make life better worth living for its people by providing comfort and



WELL-KEPT GROUNDS OF A FURNITURE FACTORY

unanimously for an appropriation by the Council. On Monday the Council voted the money. Meanwhile at the Saturday evening and Sunday revival meetings petition cards were placed in the seats and were signed by the thousand.

So the appropriation was secured, but far more important, the interest and co-operation of a large part of the electorate was enlisted. As a result the City Plan Commission was enabled to get the services of Mr. John M. Carrere and Mr. Arnold W. Brunner, whose experience in Cleveland, Washington, Baltimore and other cities made their advice particularly valuable. During the succeeding fall and winter the Commission held many meetings which were reported fully in the newspapers. When Messrs. Carrere and Brun-

ner came to Grand Rapids to study its problems at first hand they spoke before the Council, the directors of the Board of Trade and at other meetings, so that the people were informed as to the purpose and the value of a city plan. In spite of our general good fortune we had made enough expensive mistakes during our past haphazard building to point the moral. But the point always emphasized was the opportunity we had to create a model industrial city, one which would provide for the convenience of business, which would safeguard the health of its population by assuring air and sunlight and sanitation, which would make life better worth living for its people by providing comfort and

While this was going on another effect of the revival became evident. Private citizens of means began to bestow gifts on the city. Up to that time we had had only two conspicuous benefactors, one a pioneer who gave the city its first park, the other a former citizen who had given a small park and a beautiful library building as tokens of his affection for his old home. Since then the city has received three playgrounds, a Children's Home, several pieces of park land and other gifts of value from individuals. At the same time there has been a considerable change of attitude on the part of the public toward the city. In every part of town neighborhood improvement associations have been

organized or greatly strengthened. The work of the Municipal Affairs Committee was increased rapidly, and in the fall it was compelled to employ a secretary to give it his entire time.

The organization of the Committee as it now is was then perfected. It consists of a general chairman appointed by the president of the Board of Trade. He in his turn appoints the eight sub-chairmen who head the following sub-committees, More Beautiful City, Social Welfare, The City's Neighbors, Public Improvements, Healthier City, Safer City, Better Governed City, and Cleaner City. Any member of the Board of Trade who is interested in its work may join one of these sub-com-

City Committee invited the coöperation of the City Board of Health and the Milk Commission in holding a Milk and Cream Contest. Officials from the federal department of agriculture acted as judges. The city gave the services of its milk inspector and the use of its laboratory, which was thoroughly equipped for the occasion, and bore half of the remaining expenses. The Municipal Affairs Committee secured the use of the Board of Trade auditorium for the conferences and addresses, and bore half of the expense of printing, postage, purchase of gold and silver medals, etc., and undertook the management. So successful was the contest in arousing interest among milk producers and dealers that



ATTRACTIVE SURROUNDINGS OF THE OFFICE OF A LUMBER COMPANY

mittees, each of which meets once a month, usually at luncheon. Between meetings little special committees of three to five men work on tasks assigned to them. The sub-chairmen form an executive committee who formulate policies and pass on the expenditure of any money. The Committee gets its revenues from the subscriptions of about forty men. Some of them are actively engaged in the Committee work. Others merely to manifest their support of what it is doing, give \$100 each annually. At each monthly meeting of the directors of the Board of Trade the Committee presents a report for their approval.

There is not space to give a detailed account of what each of the sub-committees is doing, so I shall mention some illustrative examples. Last spring the Healthier

at the closing session all those present voted to make it an annual affair.

The More Beautiful City Committee has for the past two years made a feature of Arbor Day. In 1908 it distributed 10,000 small trees among the school children. Last year it distributed 20,000 spiræa among school children and factory employees. The City's Neighbors Committee, which had just been organized, joined in this and distributed plants and trees among the children in the country schools immediately surrounding Grand Rapids. A charge of five cents was made for each of these plants, two reasons particularly influencing the Committee to adopt this course. First, it is believed that people will take better care of what they buy than of what is given to them. Second, it is



ENTRANCE TO A FURNITURE FACTORY

desired that everyone shall feel that he is contributing something to the improvement of the town.

The Better Governed City Committee occupies a field which is not always clearly understood. It is not a political or a reform body, as those terms are commonly used. It does not take sides in the ordinary campaign, does not endorse candidates for office. It confines itself to measures, and tries by careful study and presentation of facts to put the essential features of political problems clearly before the people. Last year the legislature, in obedience to a provision in the new state constitution, undertook to enact a home rule law for cities. Before the session began leading members of the legislature declared publicly and often that it would be impossible to enact such a law as the constitution called for.

The Committee took up the question. It called conferences of local members of the constitutional convention, the legislature, city officials and others, invited Professor John A. Fairlie, of the University of Michigan, to come over and give his advice, and finally drew up a series of recommendations showing clearly and definitely what the law should contain. Later the Detroit Board of Commerce called a conference to which the Committee sent representatives. There its recommendations were affirmed. Later there was a state conference of city officials, where much the same recommendations were talked over. Then members of the legislature began to prepare bills. As each of these was printed the Committee discussed it and forwarded its criticisms to Lansing. Then a delegation went down to the capitol and conferred with members of the Senate and House Committees. Finally, as a result of

all these conferences and discussions, a bill, drawn up by Corporation Counsel Halley of Detroit, was presented which covered practically all the recommendations of the Committee. This bill after undergoing some minor changes, the entire significance of which we do not know as yet, was enacted into law. Today Michigan cities, without any classification limitations, enjoy home rule subject only to the constitution and general laws of the state, and to certain limitations on their taxing and borrowing powers.

This winter the Better Governed City Committee is studying the strength and the weakness of our present form of city government in order that it may put the facts before the voters if they decide to revise the charter during the coming year.

The Social Welfare Committee recently secured the enactment by the council of an ordinance regulating lodging houses. As the result of an investigation by its members it found that while many of the cheap lodging houses in the city were well conducted and well kept, there were others which were a menace to the health and decency of the community. The ordinance it drew up aimed to set a standard below



A BROOK WHICH THE MUNICIPAL AFFAIRS COMMITTEE IS SEEKING TO PRESERVE FOR A PARK

which no such place should be permitted to fall. The investigation showed that no official records regarding lodging houses were kept, even the police department could only guess at their number. The ordinance therefore required that every lodging house should secure a license. The two most important provisions were those requiring a shower bath for every twenty-five guests and fresh bed linen for each guest.

But it would be a mistake to infer from these illustrations that the chief purpose of the Municipal Affairs Committee is to secure certain definite improvements. This is only incidental. The chief purpose is to arouse in the mass of the people a live, constructive interest in the city. For this purpose it seeks to coöperate with every agency working for civic welfare, it aids, wherever possible the organization of new agencies of this character, it sends speakers to public meetings in all parts of town, last summer it sent its secretary on a trip to the Pacific Coast in order that he might describe in a series of letters to the three local dailies what the people of the West are doing for their cities. And last fall, to further this purpose, it held the second Civic Revival.

Again Mr. Zueblin was secured as the chief revivalist. But instead of holding all the meetings down town as had been done at the first revival, only the afternoon and



BEHIND THE FLOOD WALL

An opportunity for a riverside boulevard

the Sunday evening meetings were held near the center of the city. On the week-day evenings Mr. Zueblin went out to the four quarters of the town where he appeared under the auspices of the strong neighborhood improvement associations that had been developing. In this way much of the cumulative effect was lost, yet on Sunday afternoon and evening, when the meetings were held in the largest downtown theater, the place was filled. These two meetings alone were worth all that the revival cost.

In order to put facts before the people more definitely there was held in connection with the afternoon meetings a civic exhibition that aimed to show by means of maps, photographs, charts and models the needs of Grand Rapids and the methods by which other cities are meeting similar needs. There was a very complete exhibit from Des Moines under charge of a man sent from the Iowa city. There were the great pictures by Cass Gilbert showing the proposed capitol approaches in St. Paul. There were maps and drawings and photographs of the civic centers, actual or proposed, in Cleveland, Baltimore, Duluth, Des Moines and other cities. There were maps and charts showing graphically how Grand Rapids compares with other cities in park area. There were photographs of our worst housing conditions, and beside them, by way of warning, were photographs of the slums of Chicago. One large room was given over entirely to a health exhibition in which were the state anti-tuberculosis exhibit and many from other states: Massachusetts, Maryland, Indiana.



MAN EMPLOYED BY THE CLEANER CITY COMMITTEE DURING "MERCHANTS' WEEK"

He not only picked up litter, but passed out handbills requesting that the rubbish cans be put to full use

On Monday, after the close of the revival, a second conference lunch was held, attended by more than 100 representative business men and city officials. After a brief, witty speech by Mr. Zueblin on the wisdom of planning for the future, a municipal program was endorsed. This program advocated taking up only one great im-

trated on securing from the electors authorization for a water filtration plant. After that has been disposed of some other improvement will be decided upon, perhaps the acquisition of the park lands recommended in the City Plan Report, and this in its turn put before the people for their decision.



SHORE OF LAKE MICHIGAN, CONNECTED WITH GRAND RAPIDS BY INTERURBAN

It has been suggested that the city acquire a portion of it for a park

provement at a time, but bearing constantly in mind that other improvements, as outlined in the City Plan Report, would have their turn later; so meanwhile nothing should be done which might interfere with carrying them into effect. It was then proposed that until the city election next spring all efforts should be concen-

By these methods the Committee is seeking to arouse general interest in the city. Before the eyes of the people it holds up the vision of the city as it may be, convenient, orderly, free from disease, beautiful; and then it keeps calling their attention to the vision. Today there is no longer a thick wall of indifference.



The League of American Municipalities

By Hon. David E. Heineman

President of the League

The instinct for the practical, which is so characteristic of the American make-up, has revealed itself in innumerable lines of coöperation and organization. Our professions, industries, trades, even sports and diversions, have all discovered the benefit derived from bringing their respective votaries in closer touch with each other. The American is progressive; he is not content from generation to generation implicitly to follow his forbears; he is eager to learn, curious to stroll over to the next farm to see how the other fellow does it, ready to exchange views with the merchant from the adjoining town, willing to go a long way to examine that new machine that the other manufacturer is using.

It was inevitable that those who govern cities should feel the need of drawing closer; that each city should cease to pursue, like a deaf-mute, her solitary path. A third of our population dwells in cities; improvements in transportation, such as suburban electric roads, have made city adjuncts of much rural territory; city people avail themselves largely of country residence; city life is made more possible to country people retiring from active work; and thus every citizen has been acquiring a more direct interest in city life and in the questions that involve better city government, more attractive and prosperous cities.

With the rapid development of city life, and the increased advantages that cities offer to their residents, the problems of the official have become more and more per-

plexing. The day has gone by when the average successful business man can be transformed in the twinkling of an eye into a successful mayor, by his merely holding up his hand to take the oath of office. City problems have become specialized; there is more to keep track of in order to be posted; it takes time to become instructed and skillful. Practical as well as theoretical city-government is a study. The uniform confession of mayors who have not had prior experience in city service is that by the time their first term was expiring they had scarcely become broken in to the work. The same applies to other classes of city officials.

If it was inevitable, as stated, that the cities should cease to grope more or less in the dark, each one for herself, and so the time arrived when, at the right moment, their officials responded to the summons: Come, brethren, let us reason together.

The call was issued by the publishers of

City Government, a journalistic voice in the municipal wilderness, seeking to make itself heard from the arid wastes of New York City. It summoned the Mayors and Councils of the United States and Canada to meet at Columbus, Ohio, an available point, on September 28, 1897, for the purpose of organizing a national association of city officials. The framers of the call properly estimated the need of such an organization and the magnitude of the field before it; they appointed a four days session.



HON. DAVID E. HEINEMAN
Councilman, Detroit; the first President of
the League who was not a Mayor at
the time of his election

Now right at the outset a significant incident took place, and it is mentioned because more than anything else it goes to illustrate the fact that from the beginning of time private interest is always vigilant, while public interest had been permitted to remain anybody's, everybody's and consequently nobody's lookout. The general manager of one of the largest corporations in the land, one dealing in electric lighting and traction equipments, addressed a confidential letter to "my street car friends throughout the United States," directing attention to the calling of this convention, and expressing the fear that the convention might "declare in favor of municipal ownership of street railways, gas and electric lighting companies and other similar corporations, or at least place heavier burdens upon them — unless speedy and extraordinary efforts are made to secure the attendance of officials who view the matter in a different light." He added: "I would suggest that you sound the officials and other interested corporations in your city, and secure the attendance of city officials who do not believe in municipal ownership and operation as against corporations. I am sending this letter out at the request of friends representing large street railway and lighting interests." In short, an attempt was made to pack the first convention with officials who would look out for the interests of private service-corporations as against those officials who would treat such matters without bias and on their merits.

The first convention met at Columbus on October 28th, 1897, and was attended by several hundred officials. Among them were Mayors Quincy of Boston, "Golden Rule" Jones of Toledo, Ashley of New Bedford, Saltsman of Erie, Johnson of Fargo, Pratt of Minneapolis, Doran of St. Paul,

Gibson of Zanesville, Laager of Joliet, Medill of Rock Island, McMurray of Denver, Pierce of Marshalltown, Farnsworth of New Haven, and Todd of Louisville; widely scattered, it will be observed, from cities large and small, but unified, it transpired, in purpose.

Looking back to those days it is difficult to realize that in many cities the innovation of sending delegates and paying their expenses actually shocked some very worthy citizens. It was, however, an unusually hostile critic of this convention who was quoted in the press to the effect that while a manufacturers' convention will be a success because it puts money in the delegates' pockets in the way of hints for cheaper methods and better profits, with "these fellows," meaning the city officials, "it is entirely different. They hold their offices by the vote of the people. At best their time in the positions is limited. What do they really care about sanitary measures or street paving or garbage disposal? It's no money in their pockets." And he chuckled further in this wise: "The fact is, the success of the association largely depends on use of public

money for sending delegates to the convention. A Council in a Massachusetts town appropriated money to send the Mayor and Aldermen. An injunction was obtained from the courts, and the delegates didn't come. There may be another convention of the League of American Municipalities, but I doubt it."

From his point of view, the reasoning may have been good, but as a prophecy, it was a misfit. The first convention proceeded to a permanent organization, and a constitution was adopted, the first section of which, fully applicable at the present date, makes plain the object of the League, to wit:



HON. L. A. LAPOINTE
Alderman, Montreal; a Vice-President of
the League

"The object of this organization, which shall be known as the League of American Municipalities, shall be the general improvement and facilitation of every branch of municipal administration by the following means: first, the perpetuation of the organization as an agency for the co-operation of American cities in the practical study of all questions pertaining to municipal administration; second, the holding of annual conventions for the discussions of contemporaneous municipal affairs; third, the establishment and maintenance of a central bureau of information for the collection and compilation and dissemination of statistics, reports and all kinds of information relative to municipal government."

When the letter just alluded to, which had been printed in the Chicago and Cincinnati papers, was circulated among the delegates, it was readily seen that the convention had not been packed. A storm of indignation abashed such as might have been present with daggers under their coats. Vigorous speeches were made against the intended conspiracy, and the incident had no little effect in the choice of officers. Mayor John MacVicar of Des Moines had delivered a carefully considered and forceful address upon the strict regulation of public service corporations and it was he who was chosen as the first President of the League.

The consensus of the convention as to most of the public utilities was strongly favorable to municipal ownership, and yet, at this date, it will be conceded by all that the temper and action of this convention was conservative rather than radical. The same may be said of subsequent conventions. The delegates to these conventions, apart from their official positions, are by far the greater part practical men of affairs, accustomed to weigh matters, not by idealistic theories, but on matter of fact platform-scales built on the level of the solid earth.

Once safely launched, the League, because it answered to a vital need, flourished uninterruptedly. Among those whose attendance was specially helpful at the earlier meetings, were Mayor Hazen S. Pingree of Detroit, Mayor Samuel M. Jones of Toledo, Mayor S. F. Phelan of San Francisco, Col. Waring of the Street Cleaning Department of New York, Mayor MacMurray of Denver, Smythe of Charleston, S. C., Johnson of Fargo, Farnsworth of New Haven, Black of Columbus and Saltsman of Erie. Some of these names suggest the days, now happily gone, when to be a municipal re-

former meant to expose oneself to abuse from selfish interests opposed to the public weal. Several of these men have passed away. Pingree, of them all the best abused by some, the most beloved by the many, lived to be thrice Mayor of Detroit and twice Governor of his State, and has his statue, erected by public subscription, in the heart of his home city. Others of these might, if they came back,

"Hear the world applaud the hollow ghost,
That blamed the living man."

The League has sought, by varying its gathering place, to increase its hold and make available its meetings in different sections of the country, the successive meetings, after the first, having been held in Detroit, Syracuse, Charleston (S. C.), Jamestown (N. Y.), Grand Rapids, Baltimore, East St. Louis, Toledo, Chicago, Norfolk, Omaha and Montreal.

The League has an official monthly journal, the *City Hall*, which is mailed to the officials of each city holding membership. It also issues "The Book of American Municipalities," a large and well illustrated volume replete with statistics and information in skeleton form from each associated



HON. WILLIAM M. O'BRYAN
Mayor, Owensboro, Ky.; a Vice-President
of the League

city. The proceedings of each annual convention are published and circulated.

The matter of dues is a simple one. Each city pays according to its population; cities under 10,000, \$10; 10,000 to 25,000, \$20, and so on to a maximum of \$60 for cities of over 200,000.

The conventions of the League are gatherings of earnest men, less given to academic papers, spreading over unlimited ranges, than to a valuable discussion of eminently practical city problems and to the inspection of the tangible points of excellence which the convention city has to show. Last year, for the first time in its history, the League met in Canada, at Montreal, in recognition of loyal support given it by that city, Toronto and other Canadian cities. The officials from the Gulf States joined hands with those of the Great Dominion, while the presence of Mayor Riddick of Norfolk, Va., and Mayor Conard, of San Diego, Cal., brought the oceans together to attest that the League is truly that of the American Municipalities.

The next convention will be held in St. Paul on August 23-26, and in 1911 the League will meet in Chicago at the time of the Municipal Exposition which will embody all the matters of interest to cities, such as machinery for carrying on the cities' work, sewage, sanitation, paving, street-cleaning, parks, police and fire protection, bookkeeping and everything of kindred municipal interest.

Apart from its practical benefits, there is this additional feature about the League and its meetings, namely, the encouragement that public-spirited men receive thereby from each other. It is often wearisome for them to carry the burden, in many instances along a solitary way. The consciousness that others in other places are striving to do a similar work brings cheer with it, and makes the task a lighter one. For such officials to meet in large numbers, to realize

the high character of the mass of the men who are doing this work, to find that they are not of the type which the cartoonists present to us as "politicians," to learn of vexing obstacles overcome and better methods attained, all this has a value in fortifying the honest public servant, in lifting the level of public life and in benefiting cities, which is difficult to estimate adequately.

The League has been a success from its inception. No city, ambitious to show clean hands and an honest face, can afford to re-

main outside its membership. It is entitled to the support of every citizen, for surely we are all agreed in the words once addressed by Mayor Pingree to the League:

"The final glory of this country will be the honest and capable government of our Cities. When the rivalry among them shall be for supremacy in good government the future greatness of our nation will be assured."



HON. JOHN MACVICAR
Member of Commission, Des Moines; Secretary-Treasurer of the League, of which he was the first President



The Municipal Reference Bureau] of Wisconsin

By Ford H. MacGregor

Instructor in Political Science, University of Wisconsin

The American city, with its great questions of administration and business management, has come to be the social, economic, and political problem of the day, in its rise and development as the last wonder of the world. Its growth has been marvelous. In 1790 but 3.3 per cent of our population was urban; today over 40 per cent of the entire population of the United States live in cities of 4,000 or over, and in eastern states the percentage is even larger than this. We are becoming an urban nation. The city of New York, in but little over a century, has grown to be the second city in the world. It has a population of almost five millions—a city with more Jews than there ever were in Palestine; more Germans than in any city of Germany except Hamburg and Berlin; more Bohemians than there are in Prague; and more Italians than there are in Rome. More people respond to the authority of the mayor of New York than did to the first President of the United States; and the employes of the city constitute an army larger than marched with Sherman to the sea. New York appropriates regularly over \$147,000,000 per year. Its bonded debt is over \$600,000,000, and the interest upon it in excess of \$24,000,000 per year. Its annual school bill amounts to \$28,000,000 and the cost of a single election is \$1,048,000. This gives but a general idea of the immensity to which our municipal business has grown. The expenditures of Chicago, Philadelphia, and Boston are second only to those of New York. Compared with the

aggregate expenditures of our cities, the expenditures of our national government become insignificant. Even the construction of a Panama Canal does not greatly outclass in magnitude the project of New York's water supply.

What does all this mean? It means that with this enormous concentration of population in our cities, and the enormous increases in the expenditure of money which it involves,

a multitude of new problems have arisen. As cities have become crowded, questions of housing and sanitation have arisen. As traffic and business interests have grown, problems of paving, dust prevention, and smoke abatement have appeared—problems of water purification and sewage disposal, of milk and food inspection, problems of organization and administration, of accounting, the regulation of public services, and special assessments, problems of public recreation and beautification, parks and play-

grounds, questions of municipal employment, and a hundred and one other problems and questions incident to growth and the spread of social intercourse. And with every change in the social, economic, and political conditions of the country more of these problems arise. With every invention of a labor-saving device, and with every new combination of capital their number is increased and their complexity multiplied. Great power plants are being developed. Heating plants, waterpower and electric plants and other great industrial enterprises, which use the streets and fur-



FORD H. MAC GREGOR

In charge of Municipal Reference Bureau

nish public service to the citizens of our cities are being added daily, and these must be regulated. These are great problems, and problems with which the ordinary city official, even though diligent, cannot familiarize himself during his short and busy tenure, without assistance.

Utilizing the Experience of Others

Yet these problems must be solved, and solved largely in the same way that they have been solved in other cities where similar problems have been met. Municipal experience must be drawn upon. The mistakes of other cities must be avoided and the benefits of their successful experiments seized upon. London has had a sewage problem for a thousand years; Rome a housing problem for a still longer time. Yet who ever heard of anybody going to London or Rome or Berlin to study these problems! How have they been solved? How did France solve the dust problem for its macadam roads following the introduction of the automobile, and with what success have motorists been taxed in Massachusetts and the East? What has been done and is being done along the line of all these problems in the different cities of this country and of the world?

Blame for the failure of municipal government in America rests not so much on the system, although that has been bad, nor on the character of our officials, although they too have frequently been bad, but on the fact that honest officials have been uninformed. There has been a lack of expert knowledge on the part of our officials. Their judgments have been guesses, and the surprising thing is that, considering the magnitude of the questions involved, they have guessed as wisely as they have. When cities have been confronted in court with public service corporations, all the experts and best legal talent have been on the side of the public service corporations. When cities have granted franchises, the street car company, the electric power company, and the telephone company has known the value of the right it was acquiring and the city has not. When it has erected a crematory and constructed a sewage disposal plant, it has known nothing about the plants in operation in other cities, and these have therefore sometimes proved failures. We are only now experimenting with a type of

crematory that was abandoned in England and on the continent fifty years ago. Why should we have a failure in the erection of a garbage crematory? Because we do not profit by the experience of other cities. Most of these problems have been solved somewhere. Why, then, can't we have the data which will show how they have been solved?

The Most Important Political Unit

These are the most important problems of all our public administration. City government touches the citizen at more points, and is of more vital importance to his interests, business and personal, than any other government with which he comes in contact. It collects more taxes from him and expends more money. If its problems are to be wisely solved, and each city is to benefit by the experience of other cities and profit by their failures, city officials must have access to all available information and data upon these various subjects. They must compare notes. And, if the municipal electorate is to vote intelligently upon these questions, and to judge correctly the efficiency of its public servants, it must have access to this same information; and the municipal system and the municipal account must permit of the direct application of this knowledge to the administration of public affairs. To perform this great service for the cities of the state is the purpose of the Wisconsin Municipal Reference Bureau.

The Municipal Reference Bureau is maintained by the University Extension Division of the University of Wisconsin. It aims to collect and furnish information on all subjects of municipal organization and administration, public works, public utilities and public service rates, municipal employment, paving, sewage disposal, water supply and water purification, garbage disposal, parks and playgrounds, housing, street cleaning, street sprinkling, dust prevention, smoke abatement, city planning, civic centers, art commissions, care of city trees, schools, charities and corrections, health and sanitation, accounting methods, comparative statistics, commission government, home rule, civic organizations, and all the other subjects of municipal interest, and so far as possible, to collect and maintain a file of charters and ordinances of the principal cities of

the United States, and the available municipal material of the principal cities of Europe and the continent. It has correspondents in most of the principal American cities, and in this way is able to furnish information as to what cities have, for instance, a milk ordinance, a wheel tax or other ordinance, how they work, and, if desired, to lend a copy of the ordinance. It can tell how boards of public works are organized in various cities, how school boards are constituted, or how street sprinkling or street repairs are paid for. In short it aims to be a clearing house for municipal experiments and experience.

Coöperation in Wisconsin

In Wisconsin the Municipal Reference Bureau has exceptional facilities for gathering this information and securing expert advice for the cities of the state. The Capitol and the University being in the same city it has advantages not available where these institutions are differently located. Besides unusual library facilities, the Bureau not only has the coöperation of the various departments of the University and the expert advice and professional knowledge of the professors in their special lines, but the Legislative Reference Department, the state Railroad Commission, and the other departments and commissions at the capital coöperate to assist cities in the proper solution of these great municipal problems. In this way the Bureau is able to give to the municipalities of the state the advice and assistance of experts in practically every branch of municipal administration and the problems of cities, in addition to information and data collected upon all the varied activities of the city of today. Its aid and assistance is free, and the correspondence and coöperation of the cities of the state is heartily solicited. It attempts to build up behind the public officials a great storehouse of knowledge and information for constructive legislation, administration and precedent, which will be as valuable and as comprehensive to the administrative officials as the great field of jurisprudence which has grown up behind the courts is to the judicial official.

A Typical Case

But does this work pay? The illustrative answer of Dr. Charles McCarthy is that of the pioneer in the legislative ref-

erence field, whose work in this line has earned for him a national reputation and is now being followed in nearly half the states of the Union. He says:

"We are now having a fight in the city of Madison, Wis., over a milk ordinance. For what do we need a good milk ordinance? What does it mean to the community to have all the information about such ordinances before the public, to have such information collected and readily accessible and up-to-date and in such form that the city council and our citizens can use it? It means simply this, that perhaps hundreds of children in due course of time will be saved in Madison, and loving homes will echo with bright young voices of hundreds of children who would have succumbed to disease. It means less misery and less disease.

"It is very easy to make a statement of this kind, but what do the figures prove? If you read a statement made by the health officers of Rochester, N. Y., you will find that from 1887 to 1896 the total deaths of children of from one to five years was over two thousand greater than from 1897 to 1906. The result of this was due to a milk ordinance and a campaign for pure milk in Rochester.

"Quoting from the report upon sanitary milk production, circular 114, Bureau of Animal Industry, for 1907, the following figures are interesting:

"1. About one-fourth of all the children born in the District of Columbia and about one-sixth in the country at large perish before the completion of the first year. Of the twelve months during the first year of life the first, second, third, fourth and twelfth months furnish the highest mortality. The deaths during the first four months are largely due to imperfect development and exposure, while the jump from the fourth to the twelfth month is quite suggestive, as it is the usual period of weaning, with its attending dangers from digestive diseases incident to artificial feeding.

"2. Nearly one-half of all the deaths in children under one year of age are caused by gastro-enteric diseases, chiefly infantile diarrhoea; and this points with more than mere suspicion to the fact that the morbid agent is introduced into the body with the food. Since the enactment of pure-milk law in 1895, the per cent of deaths in children under 1 year of age to the total deaths of all ages, has been reduced from 26.94 to 18.13 in 1904.

"3. The most frightful mortality rates are everywhere furnished by the hand or bottle fed children, indicating that impure

cow's milk and improper care and feeding are the chief primary causes.'

The World Needs Pure Milk

"Professor Kohrer informs us that of the 8329 infants that died in Munich during 1868-1870, over 85 per cent had been hand or bottle fed. Of the 4075 infants that died in 1903, 83.3 per cent were artificially fed. In Berlin, of the 41,383 infants that perished during 1900-1904, over 90 per cent had been artificially fed. In Paris, according to Monat, the rate is from 70 to 75 per cent. In 1903 the health-department of the District of Columbia investigated 260 infantile deaths with reference to feeding and ascertained that 88.49 per cent of the children had been artificially fed.

"In the face of the startling argument against artificial feeding, mothers should hesitate to subject their offspring to such terrible risks, and the state must take what precautions it can to stop this slaughter of the innocents. The Washington market milk compares very favorably with the average German or English milk; but every community has a right to expect milk free from dirt and filth, and hence the need of a law or regulation 'that there shall be no visible sediment on standing two hours.'

" . . . If these figures do not prove that . . . the reference bureau can be made the best paying investment the city has, then it is useless to argue. If you were in the business of receiving money for stopping deaths of children, would you not get together all the data upon milk inspections and all milk ordinances? Just sit down and take a pencil and reckon up what

the milk ordinance was worth to the city of Rochester. Think of what it was worth in dollars and cents, if you please. Think what it was worth in human happiness, which you can't measure in dollars and cents, and just ask yourself if it does not pay to get the great experience from other cities for your own. I venture to say that there are mighty few writers in this country who know much about the recent literature upon the milk supply, and there are still fewer libraries where these valuable documents are advertised to the public."

Perhaps after all the best way of judging the value of such information is by the demand for it. Following the preliminary announcement of the Municipal Reference Bureau by the press of the state, and before its machinery had been put into working order, the Bureau was flooded with inquiries for information on municipal subjects, the number and range of which would dispel the doubts of the most skeptical as to its public utility. There is a great demand for this kind of information. Since the work was started the Bureau has been unable to meet the demands made upon it. And these demands do not come from this state alone, but from cities in every state in the Union. The Bureau, for instance, has the largest collection of material on commission government in existence. Inquiries for information on the subject have been received in a single morning from cities representing as high as nine states. There is a tremendous and growing demand for this kind of information and it is the most hopeful sign exhibited by city officials during the last quarter century.

A Good Example for Other Boards of Trade

One of the methods adopted by the Arlington, N. J., Board of Trade to promote the welfare of the community is the establishment of a Board of Trade alcove in the public library of the town. The selection of the books was left to a committee consisting of the Librarian and the President of the Board of Trade. After consultation this committee decided that it would be wisest to devote the appropriation largely to the

purchase of books dealing with civic problems. A part of the books have already been decided upon, but not the complete list. While the Board did not indicate its purpose to make additional appropriations for the alcove from year to year, it is hoped that its treasury will be in condition to warrant such outlays in order that the collection may become increasingly useful to patrons of the library.

The Conning-Tower

Arthur H. Grant, Editor

A Friend in Need

When, at the eleventh hour, the promised article on Los Angeles did not, for excellent reasons, appear, the editor was faced with the fact that he had no article which would entitle the seal of some city to be placed on the cover. A telegram to a citizen of one of the liveliest cities in this country, from a civic standpoint at least, brought the promise of an article within a week, with illustrations. The promise was kept, and Grand Rapids gains the honor this month. And it is no slight honor for a city to have its seal, the emblem at once of its sovereignty and its life, carried to every corner of this broad land of ours; for no seal that has not behind it a story of civic awakening and of determined effort to improve local conditions can ever appear upon the cover of THE AMERICAN CITY, dedicated as it is to civic betterment rather than to that city boosting which loses sight of the divine fact that a city is primarily a place to make men—not money, and that families are more important than factories.



The Grand Rapids Method

Each city that is working for self-improvement has a different story to tell, because in no two are the local conditions exactly the same, while the methods employed differ even more widely than the conditions. The situation is, however, sufficiently similar in all our cities for each to learn something of value from the experience of each of the others. The story of the civic revival in Grand Rapids is especially valuable from this standpoint because the methods that proved so satisfactory there could be applied in every other American city where there are enough public-spirited men to form a nucleus.

In the Grand Rapids method there are three points that are worthy of special notice. The most important of these is the systematic effort to enlist the intelligent and enthusiastic support of the entire population. Boston is trying to do the same thing through the 1915 Exposition, described in

our November issue. Denver is working toward the same end through the publication of a paper by the city for the information of its citizens. But the civic workers in some cities have made the mistake of assuming to be an oligarchy. Our cities cannot be re-deemed by the few; the many must be aroused and educated to civic needs. Democracy cannot safely be ignored or set aside. If it is blind it must be enlightened; if asleep it must be awakened; but for permanent results it must cooperate heartily and intelligently.

Next in importance is the subdivision of the work of civic betterment by entrusting a single phase of it to each one of eight sub-committees, coordinated through the executive committee formed of their chairmen. It is the careful working out of such executive details as this which brings success, where failure follows the ignoring of them.

The last point is the avoidance of undertaking too much at once. It is quite possible to frighten a community by a too extensive program of civic improvement, especially when some of the plans involve large expenditures and suggest increased taxes. Boston tried to avoid this danger by spreading its proposed improvements over a period of seven years, with a definite and limited program for each year. The great advantage of this method is that it is comprehensive and big enough to rivet attention and arouse enthusiasm, but not concentrated enough to crush. In Grand Rapids the plan is apparently not so definitely worked out; but there is concentration upon one specific undertaking until it is well along toward accomplishment, when some other desirable improvement is brought forward.



City Officials in a New Light

To those unenlightened citizens who think that city officials take only a politician's interest in city affairs, Mr. Heine's article will be something of a surprise. That the leading officials of more

than eighty cities of the United States and Canada meet annually for the consideration of better methods of conducting municipal affairs is an indication that in some quarters at least the sense of civic responsibility sits not lightly upon the men whose position give them the greatest power for good or for evil in our cities. That eight hundred of our cities are not represented in this organization is not creditable to the cities or to their officials. Even if they got nothing more from its meetings than the inspiration of contact with the public-spirited men who are doing similar work in other cities our officials would be well repaid. That they do get much more is evident from the article.



Overcoming Inertia

Every now and then some civic worker throws up his hands in despair at the indifference with which the mass of citizens regard the subject of civic improvement. It is discouraging unless one bears in mind the tremendous inertia that must be overcome, and unless one realizes the equally tremendous momentum that will be developed when our forty million city dwellers make up their minds that our cities shall be treated with the consideration they deserve, as the most important political entities under the federal government. While here and there local interest may wane there is a strong, nay an irresistible, current of public opinion and determination setting steadily in the direction of radical civic betterment—not the mere plastering over of defects, but the creation of new conditions which will make the old state of affairs impossible. Each month companies and regiments of civic workers march past the reviewing stand of *THE AMERICAN CITY*. Take your seat there, brother, and gain new courage as the passing files salute you!

Blazing a New Path

The appointment by Mayor Gaynor, of New York, of Edward W. Bemis, of Cleveland, as Deputy Commissioner of Water Supply, Gas and Electricity is worth considering—from an impersonal standpoint, for whether the appointment is a good or a bad one is of no special concern to the majority of our readers. The point of interest is the smashing of precedents by the appointment of a non-resident to an important civic position. There have been other such appointments before, but they are still unusual enough to cause comment. A European city gives no more consideration to the place of residence of a candidate for such a position than does the United States Steel Corporation; and our cities will never be well managed until fitness is the only consideration in the filling of appointive civic positions.



The Cities' Roll of Honor

The hundreds of subscriptions that have been received during the past month have made considerable changes in the "roll of honor." Asheville and Syracuse drop out, their places being taken by Baltimore and Santa Barbara, the smallest city that has yet appeared in this list. There is also quite a little change in the order; Rochester still holds first place, but by a narrowed margin; New York, Philadelphia, Boston, Pittsburgh and Washington hold their former places; but Providence ties Chicago for seventh place; Memphis also passes Springfield (Mass.); Albany has also gained and ties San Francisco for eleventh place; Baltimore and Cincinnati are tied for thirteenth place, and St. Louis, Los Angeles and Santa Barbara for fifteenth place. From the way in which subscriptions are coming in from Grand Rapids it looks as though that city might be well up the list in our next issue.



Health and Art in Municipal Life

By Richard Olding Beard, M.D.

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The spirit which of old-time moved upon the face of the waters when the world was without form and void, is moving still in the world of men, shaping form into beauty and disorder into law. A new birth of art, and, with it, a new sense of the sane and the sanitary in public life are manifesting themselves in the cities of America. A new and a higher inspiration is stirring among the builders of the modern Babel, and harmony of purpose is replacing the ancient confusion of tongues.

Civic centers and gateways are in process of development; great architectural monuments bequeathing permanence and beauty to posterity are arising; the inchoate and the temporary in public buildings is fast passing away; comelier homes are rearing themselves in gathering numbers; and with them comes a closer attention to the details of sanitary construction, a more insistent demand for cleaner and better paved and lighted streets, an earnest endeavor after a purer atmosphere, a purer water-supply, a more decent

disposal of refuse and a diminution of unnecessary noise. Public squares, parks and gateways, parades and playgrounds are providing glimpses of natural beauty and opportunities of healthful recreation for those who cannot wander far afield into "God's great out-of-doors."

Public taste and public conscience are awakening in the great centers of population, where, in the past, the rapid massing of men and the strenuous struggle for existence have tended to obtund the one and to obscure the other. The identity of the two functions, the recognition of the fact that good taste is itself "the conscience of the mind" in public as well as in private affairs, is, indeed, not yet definitely established.

The inevitable relationship between public art and public health is not yet sufficiently understood. The reactive influence of beauty of environment upon hygienic living; the inspiration which fitness of form gives to every form of fitness in human conduct, are facts but faintly apprehended, still, in the



THE COURT HOUSE AND THE MUNICIPAL HALL OF THE CITY OF MINNEAPOLIS
A civic monument

life of the day. They are principles which the people feel, rather than intelligently follow. Nevertheless, their apprehension grows and the principle, dimly felt, forces itself imperceptibly into practice.

As is commonly true in the institution of any reform, there is much of error, both in theory and in practice, to be removed before a higher order of civic reform and civic sanitation can prevail. Perhaps the most mischievous phase of this error, long held and generally embodied in the early growth of almost every community, and taking shape in every possible feature of ugliness and insanitation, is represented by the popular view that art and hygiene are incompatible with economy, that the cheap is necessarily the homely, and that sanitation cannot be secured at a reasonable price. This objectionable theory has given room for cupidity to exploit the public by the sale and rental of business buildings and dwellings which are inexcusably destitute both of architectural design and of hygienic plan. The towns and cities of the West are filled with hideous and unhygienic types which have been forced upon the inalterative choice of incoming settlers, and for the existence of which ignorance and commercialism are equally to blame.

As a result, there is much to be re-deemed before art can prevail and before any consecutive harmony of health and beauty can be secured.

The office of building inspector in every municipality should be enlarged to the dignity of the public architect, who should exercise due control over the general sanitary principles of all building plans and a careful censorship of their architectural

forms. Young communities, by so simple and sensible a precaution, would save themselves much of the future shame and regret which follow the existence, and more of the economic loss which attends the ultimately necessary removal, or destruction, of the temporary and the unsightly, the unhealthful and the vicious.

In the people at large a higher sense of responsibility should obtain for the future of their civic homes. The pride of posterity has not yet sufficiently inspired the American public. There is not, as yet, a keen consideration for the welfare of those who shall come after us. Perhaps it is too much

to expect of an early civilization; but it is something to be hoped for in the course of its future development.

It is satisfactory to note that the sense of responsibility for civic conditions is, at least, becoming personal. Men, even in the smaller towns, are beginning to appreciate



THE EMBODIMENT OF ART IN BUSINESS

The business home of the Cream of Wheat Co., Minneapolis

these errors of ugliness and insanitation which have marred their earlier growth. They are becoming impatient of the plague-spots and the eyesores afflicting undeveloped, but valuable areas in the heart of their great cities, and contributing to the physical detriment and the moral degradation of residents whose slender means might be better served in the unsettled spacious lands, of lesser cost, upon the city's limits. They are questioning the virtue of exploiting central business blocks by means of temporary, inflammable, uncomely and insanitary buildings, which are expected to pay for themselves within a brief term of years, which invite a class of merchants as transient and unstable as their business quarters, as certain to end in financial eclipse



THE WEST HIGH SCHOOL, MINNEAPOLIS

Art and hygiene, builded in brick and stone, and dedicated to education

as their buildings are to give place to more permanent metropolitan types. They are growing in appreciation of the stable in structure, of the fitting in form, of the artistic in line and color, of the beauty which is adaptive to use, of the detail which is contributive to human comfort and conservative of human health.

Doubtless, a few choice spirits in every community have been the leaders and the teachers of their times in this movement toward municipal art and sanitation. They have given an initial impetus to civic and sanitary development, which is beginning to be widely felt, and to which the many, rather than the select few, are increasingly responsive. Therein lies the hope of the

future of our great cities; and therein, too, lies the larger hope for the evolution of their inhabitants.

It is to the education of the great masses of the people that municipal art and municipal sanitation must be applied if the American city is to realize itself at the most important point in its destiny. Its object lessons of beauty in form and structure, in outline and in color, in the harmony and order of the well-wrought architectural type, in the suggestion of sanitary arrangement and adaptation, must be reactive upon the personal, domestic and social life of the city-dweller. They must create for him an environment in which he can grow in self-respect and self-realization.



THE CAPITOL OF THE STATE OF MINNESOTA, UPON CAPITOL HILL, ST. PAUL
A model of art and sanitation in public buildings

Civic art unquestionably begets civic pride, which in its turn, fosters civic order and tends to civic health. The city beautiful is cultural of the taste of its people.

The children who spend the hours of their school-day, for nine months of the year, in a school-building of noble proportions, of perfect lines, of beautiful structural material, of ample environment in playground and landscape garden, a building adequately ventilated and comfortably heated, tastefully decorated, chastely provided with the conveniences of toilet, generously equipped with the products of art and of literature, are not merely educated in the studies of their

ment carries with it the expectation of neighborhood dirt. Even the clean walk creates a consciousness in the mind of the careless of disorder in his own person. The well-appointed cottage is educative of the habits of its inmates. The housewife's well-scrubbed floor invites attention to the doormat, and a measure of self-esteem grows with its use. Cleanliness is itself a form of art which is inspirational of good conduct. Uncleanliness is contagious. Filth is both morally and physically deteriorative. "The great unwashed" are not spiritually inclined.

Ample ground-area, comely and comfort-



BUSINESS BUILDINGS OF THE TRANSITIONAL TYPE

The impermanent and the inchoate; contrasting with the small but artistic type and with the modern concrete business block

grade, but in the fundamental principles of law and order, of health and beauty, of personal dignity, of family pride, of communal obligation, of civic virtue. They come veritably, day by day, into the halls of the old academies, the abodes of art, as well as of learning; the houses of culture, not of the mind only, but of both the spirit and the flesh; and they go out to their homes, the unconscious critics of the ugly and the unfit, the gradual regenerators of household habits, the potential prophets and promoters of a new and a better order.

A type of architectural quality anywhere turns the eye in critical contrast to the filth of the unkempt street upon which it stands, even as the sight of the slum tene-

able dwellings, abundant air-space, efficient ventilation, clean premises, clean clothes and clean persons are prerequisites to good health, to good morals and to practical religion. Comment has often been made upon the exclusion of the poorer classes of the people from the larger and wealthier churches of our great cities. The bar-sinister,—and it exists,—is not one of poverty but of that refinement which is one of the highest phases of religion whether in the respectably rich or in the self-respecting poor. He who daily breathes the air of a street-car polluted by a few insatiable city-dwellers will not covet the joys of heaven in the society of the unclean. A significant scriptural metaphor it is, which



SANITARY HOMES

Built upon simple but artistic lines, at small cost, within the environs of a great city

qualifies human souls "who have washed and made them white" for the company of the saints in light.

Fortunately, that culture which grows into the life of a great American city is no longer the possession of a few. Slowly, but certainly, refinement penetrates like leaven through the mass of its people. It tells upon their speech, their manners and their clothing; it tells in their taste for art and literature and the drama; it tells in the art and the hygiene of their homes; in their outreaching toward the larger spaces and the saner quiet and the fruitful soil of the suburbs and the country-side; in their urgent demand for cleaner streets, purer air and unpolluted water; in their better ob-



A GEM OF DOMESTIC ARCHITECTURE

The residence of a public-school teacher

servance of economic laws and sanitary precautions; in their larger respect for the rights of others; in their higher devotion to the social welfare; in their keener desire to preserve the peace, the health and the dignity of the city.

Political liberty came as a sudden achievement of history, howsoever bought with a great price, to the American people; but the civic freedom, which has been the historical treasure of the Anglo-Saxon burghers for centuries, is the earned increment of their evolution, the product of a slow process of growth, a funded heritage in the hearts of the city's dwellers. It is a quality which, in these later days, has added to its rugged strength the love of beauty and a



A SCHOOL-BUILDING OF THE OLD TYPE

Of inferior architecture, unsanitary quality, and occupying contracted ground space

genius for adaptation which are the finishing touches to its noble type.

The "grave mother of majestic works," of whom the great English laureate sings, is the embodiment of this civic freedom, but she personifies also the principles of civic health and civic art, of the higher law of right living and the nobler love of beautiful life, which are the later and the finer fruits of liberty. In that "fair form which lights our dreams," the ancient spirits of Hygeia and Minerva meet, no longer sitting on the heights and awaiting the worship of their votaries in groves and temples, for in the comely market-place and the stately chambers of commerce they mingle with the multitude, and in the homes of health and beauty they dwell with men.

Commission Government and Democracy

By Carl Dehoney

Secretary of the Mercantile Club, Kansas City, Kansas

The most significant feature of municipal development in the United States at the present time is the spread of the commission government movement and the breaking down of ward lines in the cities. At the Cincinnati Convention of the National Municipal League, Clinton Rogers Woodruff, Secretary of the League, showed in his annual review of the municipal situation that 49 cities had adopted some form of commission government. One city, Burlington, Ia., has been added to the list since that time. Buffalo, a city of 400,000, has voted to ask the New York legislature for a commission government charter. Many cities are agitating the question.

The laws adopted vary in some points but all follow the same principle—the concentration of authority and responsibility in a small board elected at large by the people. The later laws have embodied the initiative, referendum, recall, and non-partisan primary. In all commission laws ward lines are blotted out. In many cities still governed by councils ward lines have been partially or totally eliminated by recent charters. All the signs indicate that the ward system in American cities is doomed.

The development of the commission government idea is only part of the great movement toward democracy now going on all over the country. It seeks to bring the government closer to the people and make it more responsive to their needs. Along with the growth of our cities and the development of municipal functions has come

much complication in city management and a removal of the government further away from the people all the time. We started out with the old New England town meeting, under which the entire voting population met once a year, and named the selectmen to handle the town's affairs for a year. This was a democratic form of government, and it was a commission government—the only true commission

government in this country until the Galveston plan rose out of the wash of the tidal waves in 1900. Our so-called "representative government" was not developed until about 1825, when our cities adopted the "checks and balances" system of our state and national governments. Then the party caucus appeared. The result of trying to adopt the "checks and balances" plan to rapidly growing cities has resulted in almost hopeless confusion of function, loss of responsibility, and endless complication.

A municipality represents the people of

a city in their organized capacity. The best form of municipal governments is one which will do the people's work in the quickest and most efficient manner, at the lowest cost consistent with good service. It should exist only to meet the needs of the people. A city governing body should be a working machine, not a debating society or a political forum. It has been estimated that of a city's work ten per cent is legislative and ninety per cent administrative. These facts should be kept in mind in an effort to analyze the principles of the "new rule."



CARL DEHONEY
State Secretary for Kansas,
National Municipal League

The Defects of the Ward System

What have we done under the ward plan? We have taken our cities and cut them up into arbitrary districts, called these districts wards, and provided a system of government composed of men elected from these wards to a governing body usually called a council or board of aldermen. We started with the idea that we would keep the functions of government separate, and that the mayor would represent the executive arm, the council the legislative arm, the police and magistrate courts the judicial arm. The opponents of commission government say that the ward system keeps these functions distinct each from the other, and that the commission plan confuses them; but this is just the opposite of the truth. The ward plan has robbed the mayor of most of his authority, and in most cities the executive and legislative departments are merged in the mayor and council. Every improvement which the city undertakes, even to the repairing of a hole in a sidewalk, is made a matter of legislation to go through the long tedious process followed by legislative bodies, before any actual work can be done. Matters which come before the council are referred to various committees, and in some cities the situation has been further complicated by the appointment of subordinate boards and commissions. There has grown up a wonderful system of red tape so complicated that the ordinary citizen unversed in municipal affairs finds himself hopelessly confused when he undertakes to follow the system's ramifications. The ward system has failed because it is founded on these fundamental errors:

1. The idea that the form of state and national government should be applied to a municipality, by the creation of wards and districts.

2. The introduction of state and national politics into municipal affairs.

3. The theory that responsibility should be scattered instead of centered, and that a system of elaborate checks and balances should be provided.

4. The delegation to councils of powers which inherently belong to the people, such as the granting of franchise rights for public utilities and for the use of the city's streets.

5. The treatment of ordinary public improvements, such as street paving, sewer

building, etc., as matters of legislation rather than of administration, and the consequent accumulation of "red tape."

6. Small financial compensation for public service.

Strong Features of the Commission Plan

The true commission plan is aimed at the evils which have been described. Its plan of administering the ordinary affairs of a city is based on the theory that a municipality is largely a business corporation, and seeks to apply business methods to public service. The voters are the stockholders of the municipal corporation. The board of commissioners corresponds to the board of directors of an ordinary business corporation, and the commissioners are elected by a vote of the people or the stockholders. The people thus get direct representation, instead of being restricted to a fraction of the council. In the Galveston law this plan for a businesslike administration is especially prominent. A referendum on franchises is also provided in Galveston. The Kansas and Iowa laws go further and give the people the initiative and referendum on legislation, the recall, and non-partisan primaries and elections, in which there are no party tickets nor party emblems. Partisan politics is thus eliminated as much as it is possible to do by law. Each commissioner is made responsible for the work of a certain department or departments. His responsibility is fixed, and he cannot shift it to anyone else. Not only is he under heavy bond, but he is subject to the recall if he neglects or refuses to do his duty.

Under the commission plan the people have taken back to themselves the franchise granting powers, which under the ward system have been delegated to councils. Under the Iowa law all franchises must be referred to a vote of the people. Under the Kansas law a franchise does not become a law until 60 days after it has been passed by the board of commissioners, and within that time ten per cent of the voters may force a referendum vote. All the expense of such an election must be deposited in advance by the applicant for the franchise.

The centralization of authority and the elimination of red tape saves the unnecessary delay in making ordinary improvements and in carrying on the routine work of the city.

The Kansas law also provides for full publicity, complete accounting, and civil service, requires the mayor and commissioners to give all their time to the city's work, and prohibits them from exceeding the city's revenue for current expenses.

Getting Rid of Red Tape

Government by an elective commission, therefore, is the cutting out of the red tape between the people and the municipality, and a return to a simpler and more direct system. Instead of confusing the three functions of government, these functions are more clearly defined under the real commission plan than under the ward system. The judicial arm of the government remains practically the same. The commission, which includes the mayor, is the executive arm. The people themselves constitute the legislative branch of real commission government. Under the Kansas commission law and the Iowa law, they have taken back to themselves powers heretofore granted to councils, and reserved to themselves the right to say whether or not a franchise shall be granted in a public street, or whether or not any other contract affecting the rights of the people shall be made. This is a feature of commission government which has been but little understood, and which has not been fully explained to the people. Commission government does not "place too much power in the hands of a few men," as its enemies claim. Instead of increasing power it increases responsibility. A commissioner has far less dangerous powers than a councilman.

Kansas City, Kansas, which voted to adopt the commission plan last July (the first commission to be elected next April) is now a rival of Des Moines as the largest city to adopt the new rule. Commission government has spread with remarkable rapidity in Kansas. Two years ago all Kansas cities were governed by councils. Now nine Kansas cities have adopted the new rule. The list of cities that have

adopted commission government in some form is as follows:

Texas—Galveston, Houston, Waco, Fort Worth, Austin, El Paso, Dallas, Dennison, Greenville, Sherman, Beaumont, Marshall, Palestine, Corpus Christi, Orange;

South Dakota—Sioux Falls;

Idaho—Boise, Lewiston;

North Carolina—Charlotte;

California—Berkeley, San Diego, Riverside;

North Dakota—Minot, Bismarck, Mandan, Grand Forks;

Colorado—Colorado Springs, Grand Junction;

Kansas—Kansas City, Leavenworth, Topeka, Wichita, Hutchinson, Independence, Anthony, Coffeyville, Parsons;

Iowa—Des Moines, Cedar Rapids, Keokuk, Burlington;

Oklahoma—Ardmore, Sapulpa, Enid;

Missouri—St. Joseph;

Washington—Tacoma;

Tennessee—Memphis, Bristol, Clarksville, Richard City;

Massachusetts—Haverhill, Gloucester, Chelsea, Taunton; and Boston has adopted a new charter which will give that city a modified form of commission government.

[NOTE.—In the issue of the Citizen's Bulletin of Cincinnati of April 18, 1908, there appeared an excellent article from the pen of E. R. Cheesborough of Galveston, Texas, descriptive of the Galveston plan of city government by commission. Mr. Cheesborough has revised and re-written the article in question, bringing it down to date, and it is now regarded as the most complete and accurate statement as to the Galveston plan yet written. This revised article was published in the Galveston Tribune of December 31, 1909, and has since been printed in convenient form for general distribution. Upon application and the receipt of a two-cent stamp to cover postage, a copy of the article in question will be mailed by John D. Kelley, City Secretary of Galveston.—EDITOR.]



Eleventh Annual Meeting of the Massachusetts Civic League

Reported¹ by Edward T. Hartman

Secretary of the League

The Massachusetts Civic League is a somewhat unique organization. As its preamble states:

"The object of the Association is to inform and organize public sentiment in matters pertaining to the charitable and reformatory interests and institutions of the Commonwealth, and to promote the study, careful framing and systematic agitation of measures of social improvement."

For something over ten years the League has been pushing educational and legislative campaigns along the lines of juvenile courts, probation, medical inspection in the schools, playgrounds, housing, public health, civic improvement and many allied subjects. The annual meeting is devoted to reports of progress and work planned for the future. This year for the first time the meeting was held outside of Boston, Springfield being selected. An epitomization of the reports may prove interesting and suggestive to readers of THE AMERICAN CITY.

Heretofore the individual committees have reported in some detail, and a report of the legislative work for the year has followed soon after the prorogation of the General Court. This year the legislative report was omitted because only one matter of serious importance was supported, and it, because of a referendum attachment, did not become a closed incident till a week before the annual meeting.

The League perhaps reached its legislative climax in 1908. The report for that year shows a large number of important matters enacted into law. During the past year the far more important work of securing materialization under laws has been pushed. This has been particularly true with respect to the law establishing the playground referendum. The League was in only a very small way responsible for its passage, but it took a leading part in putting the matter before the people. Local groups, however, in many instances did the chief work for their respective localities. A great part of the future work of the League will have to be done along similar lines. Fewer laws will

need to be enacted, but much remains to be done to make good with laws already in effect.

Boston Charter Revision

Early in the year the Governing Committee voted that legislative effort should be concentrated upon the work of Boston charter revision. The recommendations of the Boston Finance Commission were accepted as the basis for such work, and the following points of revision were definitely voted upon:

1. A simplified ballot with as few names on it as possible.
2. The abolition of party nominations.
3. A city council consisting of a single small body elected at large.
4. The concentration of executive power and responsibility in the Mayor.
5. The administration of the departments by trained experts or persons with special qualifications for the office.
6. Full publicity secured through a permanent finance commission.

Points 4, 5 and 6 became law, as did also the provisions for a single chamber. At the last state election the people decided for the other matters, so that the whole is now law.

The League's action on this matter and its justification for appealing to its members throughout the state for support was based on the belief that this was the beginning of a movement for popular municipal government as against the government of our cities and towns by the national political parties.

Complications of the Billboard Problem

The billboard situation the League is not yet prepared to pass over. The situation is not satisfactory, nor yet is it hopeless. The indifference of public spirited bodies is discouraging.

The National Association for the Study and Prevention of Tuberculosis has accepted from the billboard people the equivalent of \$1,200,000 worth of space. Thus will this

great organization contaminate the esthetic sense to prevent contamination of the lungs. The League hopes that the designs provided may not be bad, even though they do have a setting in the jargon of color provided by this most flagrant evidence of the materialism of the day.

The combined Protestant churches, the Committee of One Hundred in its campaign on the Boston charter, and Boston-1915 in its campaign for a better and more esthetic city, are all using the billboards.

The scheme of Congressman Gillett, as outlined in *THE AMERICAN CITY* for November, is left to those who wish redress. To such observing men as Mr. Gillett the first act in restraint of trade is an offensive advertisement of a commodity. There are many individuals pursuing the same policy. When the people come to see things aright it will not be difficult to forecast the results.

One billboard concern is advertising itself as "not in the billboard trust." It has evidently, by some oversight in the execution of its sign, placed the words in the wrong order. We accordingly suggest as more expressive of the situation as it is rapidly becoming: "Trust not in the billboard."

Village improvement work continues to grow, but it grows slowly. The chief difficulty seems to be to find in each community sufficient interest and leadership to make such work successful. Fields, factories, counting-rooms, markets and clubs leave too little room for community problems. The accomplishments of the more progressive societies, however, give earnest of what could be done throughout the state if work were only everywhere put into them. It is perhaps no longer necessary to argue the benefits of such activities. To inspire them is another matter.

Two committees on housing are being developed. The first one has to do with conditions in Boston. It will aim to develop a system of volunteer inspection similar to that urged by European housing reformers. There will be a general committee made up of those who have under their direction workers who go into the homes for whatever purpose. Another committee is being formed to develop a constructive housing policy for the state. Our present chaotic and unrelated system, or lack of it, can no longer find an apologist among thinking

people. European countries and England have state policies. Here there is too seldom even a city policy, practically never a town policy, and some of our worst slums are found in towns. The success of this movement will depend upon the possibility of finding coöperation in all parts of the state. If people do not care and will not support such a movement, it is useless to try to thrust it on them. There is cause for action. The most congested centers in the world are to be found in America, even in Massachusetts. With all our broad acres a new policy should be put into effect so that we may use our acres and not abuse so offensively a few of them.

The Playground Problem

The work of the campaign for the playground referendum deserves special mention. The campaign extended not only into the 49 towns and cities of over 10,000 population obliged to vote under the law, but into quite a number of smaller towns agitating for playgrounds. The first step was to see that the referendum was placed on the ballot. In this work the League was in many cases up against the real politician. In some places it had to find the secret path leading to that power, and ignore the officials lawfully empowered to make up the ballot. It failed to get the referendum on the ballot in four cities not exempt under the law. In these cities the political cliques were impenetrable.

Of the 26 cities voting on the referendum all but two voted favorably by majorities ranging from a minimum ratio of 2.5 to 1 to a maximum of over 11 to 1. Of the 16 towns voting all voted favorably by substantial majorities. The total vote stood 153,651 for to 34,284 against. In one of the four cities in which the politicians kept the referendum off the ballot the citizens were indignant and compelled the city to join them in supporting during the past summer seven supervised playgrounds. They were among the most successful in the state. If that city had voted on the referendum and accepted the act, the law would have required it to maintain only four playgrounds; here was victory in defeat. In towns the disposition of the officials generally was to place an article in the town warrant calling for a vote.

The state playground committee is now engaged in follow-up work. Permanent

playground committees are being organized in the different cities and towns. A circular is being prepared which will give suggestions on the forming of playground associations and will deal with such practical matters as the size and location of playgrounds, the sort of apparatus most needed, its cost, the necessity of expert instructors and where to get them, and concrete methods of conducting playgrounds.

The really important thing in the whole playground business is the right kind of supervision. As to what is done on the play-

ground, the main thing is to get the children to do it. There ought to be children who will watch the swings, keep order and see that the others take turns, so that the teacher can devote herself to games. And in the matter of games the great thing is not to have many games but to have a few that really take—in the vaccination sense—so that the children really have the microbe of that game in their system. A real game is an institution, is played off the playgrounds as well as on them, and becomes a part of the child's life.

The Short Ballot

Dr. Eliot of Harvard has aroused considerable curiosity recently by making extended reference to what he called the "principle of the short ballot," giving to this plan of reform preference over the "Massachusetts ballot," "direct primaries" and "civil service reform."

For the information of our readers who received only the newspapers' fragmentary reports of Dr. Eliot's statement, it may be well to explain that the "short ballot" is the name given to a new movement for the simplification of politics. The advocates of the short ballot maintain that politics is the business of every citizen, and therefore ought not to be so elaborate as to constitute a separate profession. On the contrary, it should be so simple that the average citizen in his scanty spare time can be effective in the political situation.

This, of course, involves a drastic reduction in the number of elective offices, so that a voter will only be obliged to inform himself regarding the merits of very few sets of candidates, instead of the present long list.

Dr. Woodrow Wilson of Princeton is at the head of the short ballot movement, and an association known as "The Short Ballot Organization" was formally launched at a banquet and conference at the Hotel Astor, New York, on January 21, Dr. Wilson explaining its plan and scope. The other speakers were Elliot Goodwin, Secretary of the Civil Service Association, Governor Vessey of South Dakota, Hon. J. W. Wadsworth, Jr., Speaker of the New York Assem-

bly, and Hon. Tristram B. Johnson, an Alderman of New York City.

Some of the other men who are interested are Lawrence F. Abbott of the Outlook, Norman Hapgood of Collier's, Winston Churchill, William S. U'Ren, Frank J. Goodnow, Horace E. Deming, and Clinton Rogers Woodruff. The secretary of the preliminary organization is Richard S. Childs, 127 Duane Street, New York, who is prepared to answer inquiries.

The short ballot principle as defined in the call for the conference of January 21, is as follows:

The dangerously-great power of politicians in our country is not due to any peculiar civic indifference of the people, but rests on the fact that we are living under a form of democracy that is so unworkable as to constitute in practice a pseudo-democracy. It is unworkable in that:

First, it submits to popular election offices which are too unimportant to attract (or deserve) public attention; and

Second, it submits to popular election so many offices at one time that many of them are inevitably crowded out from proper public attention.

Many officials, therefore, are elected without adequate public scrutiny. Moreover, when many offices are to be filled by election at one time the people are forced to make use of ready-made groups of candidates or "tickets" and to delegate to specialists the elaborate business of making up those tickets. The officials so chosen owe their selection not, in actual practice, to the people,

but to the makers of these party tickets who thus acquire an influence that is capable of great abuse.

The "short ballot" principle is:

First, that only those offices should be elective which are *important* enough to attract (and deserve) public attention; and

Second, that *very few* offices should be filled by election *at one time*, so as to permit the voters themselves to make an intelligent choice for every office, based on

adequate and unconfused public examination of the candidates.

Obedience to these fundamental principles explains the comparative success of democratic government in the cities of Great Britain and other foreign democracies, as well as in Galveston, Des Moines and other American cities that are governed by "Commissions."

The application of these principles should be extended to all cities, counties and states.

Prize Offered for Emblem for Birmingham

The Chamber of Commerce of Birmingham, Ala., will give \$200.00 for the best design for an emblem typifying a united people coöperating in building up a great city and expressing this spirit of coöperation among its entire citizens, as well as to foretell the future of Birmingham as one of the country's greatest manufacturing centers. Those entering this contest must submit designs in accordance with the following rules:

1. There are no restrictions as to who may compete in this contest; it is open to all, but each competitor is permitted to furnish but one design.

2. Design must be drawn on a sheet of paper 12 x 14 inches.

3. Design may carry a motto.

4. The design must be such that an emblem made therefrom shall be suitable for a button, badge or sticker.

5. The contest will close on March 1, 1910. Designs submitted after that date will not be considered. The name of the successful contestant will be announced at the monthly meeting of the Chamber of Commerce of Birmingham on March 11th, 1910, at which time the cash prize will be awarded and the emblem selected exhibited.

6. The accepted design is to be the exclusive property of the Birmingham Chamber of Commerce, with the right and the privilege of copyrighting it.

7. Design must not bear the name of contestant, but the name and address of the contestant must be enclosed in a sealed envelope accompanying the design and not appear on the design itself.

8. Designs must be sent by mail to H. W. Coffin, Chairman Emblem Committee, Chamber of Commerce, Birmingham, Ala.

The American Civic Association

The American Civic Association has removed its offices from Harrisburg, Pa., to the Union Trust Building, Fifteenth and H Streets, Washington, D. C., where the Secretary, Richard B. Watrous, will make his headquarters. It is most appropriate that such a national organization should be domiciled at the national capital, especially as this change of location is part of a plan to extend the usefulness and influence of the Association. In a letter recently sent to the members the officers say:

"It is expected to make, as rapidly as the means within our control will permit, the vast fund of information within our reach fully available to all who call, and to all who consult us.

"While in no wise abandoning its intimate relation to the familiar details of improvement effort, the American Civic Association finds it now most desirable to give especial attention to the important subject of comprehensive city planning. Communities everywhere are learning that hit-or-miss development is neither economical nor satisfactory, and many cities are therefore providing themselves with logical plans for the best development. It is the particular province of the American Civic Association to afford practical help, not only in the way of suggestions as to arousing methods, but in bringing together the city planner and the city to be planned.

"During 1910 we aim to forward a movement for civic education, to make national a campaign against the life-destroying house-fly, and to urge upon communities a 'safe and sane' Fourth of July."

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Social Centers

In most of our towns and villages the developments of commercial life have carried us beyond the village store and all that it meant in earlier days. Then it was the mecca of all who would learn the news, discuss politics, education and religion or gossip. It was the forum in which the ideas of the community were discussed and crystallized. Here important news, whether of births, deaths, marriages, arrivals, good fortune or disgrace, was passed along, commented upon, settled. At the time of the civil war such centers probably reached the apex of their importance and usefulness. Since then they have been on the decline, mainly because of the increase in the number of such points in each place, the development of lodges and similar activities, and the growth of amusement possibilities of many kinds. The village store is therefore no longer the social center, as in former days.

The value of this center, wherever it was, was little appreciated at the time. It was looked upon as a loafing place, which it was; but it was more than a mere loafing place. The village church is seldom open except on Sunday and for the midweek prayer meeting. The school is open, except for school purposes, only for occasional functions. So it was at the village store that people met when there was any startling news, when some calamity stirred the community, or when the vigilant men wanted to get together to devise ways for protecting the welfare of the people. Without this, little as it was, there would have been nothing.

But the question before us is the need for a similar institution at the present time. Almost every village boasts two or three stores; two or three churches, however little one or two of them may be needed; a lodge or two, perhaps a grange and a great many other more or less divisionary institutions. Where, then, do the people meet when they want to hold a pow-wow on community

matters? There is no place where they can come together instinctively, and the community suffers as a result. It is not a generally appreciated fact, but unless the people can and do get together in such ways there will be no community sense, which in itself is perhaps more needed than anything else. The community which has not arrived at the age of consciousness will seldom do anything as a community. It will have no public opinion that is effective, and its affairs will be managed or mismanaged according to the whims or interests of the clique that happens to get itself into power.

But it is not believed that this situation will continue. Already there are many notable examples of successful social or community centers which have been developed in churches, schools or in specially constructed centers such as the Stevens Memorial in Ludlow, Mass., and in the recreation centers developed by the South Park Commission in Chicago. And there is the saloon, one of the best types and surely the worst type.

It will be the pleasure of this department to describe from time to time such centers and their activities. They are not numerous, but there are already a number of types, any one of which has great possibilities, and several of which have done and are doing excellent work. That the number grow and that their work become more effective is one of the greatest needs of the time. It is only when we come to know our neighbors, to know them in a wider way than what comes from believing in a common creed, a common party platform or from having been born within the limits of the same imaginary line in Europe, that we are going to be able to understand them, work with them, to do, in short, even the most simple things a number of which are required to constitute citizenship. Inasmuch as we fail in these things we fail in our citizenship. And it is our failure, not the failure of those whom we do not understand. Let us all therefore become rooters

for the social center, which is one of the greatest mixers, a real promoter of democracy.



The Santa Cruz Church Social Center

In Santa Cruz, Cal., a most interesting church home has been developed. It centers around the generalship and acumen of Rev. George W. Stone, to be sure, but there always have to be leaders, and, anyway, this center is a reality. Mrs. Frances A. Hackley knew of Mr. Stone's ability to do things, and when he told her his dream of a church home she provided the \$15,000 necessary to make the physical conception a reality.

In the development of the physical idea Mr. Stone showed what he had in mind in the way of activities. The building, of attractive design in harmony with the classic architecture of All Soul's Church, stands so that its hospitable door is at right angles with the door of the church, somewhat nearer the street, and it is difficult to overlook it. The central portion of the first floor contains the home room where comfortable chairs, a table full of papers and magazines, a piano and a reflectoscope indicate possibilities. Opening from this is the game room; billiards, cards, chess, other things, invite to recreation. In another direction is the children's room containing cabinets stocked with games. Here the children may enjoy themselves while the mother reads and the father enjoys a game with his neighbors. Adjoining the home room, too, is the kitchen, where may be prepared tea, suppers, dinners, anything that the people want to add to their comfort or to promote the purpose of a gathering.

Smoking too. Mr. Stone thinks there is no crime in smoking or in games and that those who desire them should be allowed to enjoy them under the best possible conditions. The whole equipment amounts to a community club.

A stairway leads to an audience room with stage, dressing-rooms, a stereopticon and a good floor. For people may want to dance. And where can a better place be found; and how much better is this than a public dance hall! This is a pretty well rounded-out scheme, as may be seen, although it is not here possible more than to hint at the capabilities of the place. And the people use it. It is open all the time,

except at night, that they may use it. As Mr. Stone says: "Not all will avail themselves, every day, of the opportunities offered, but I believe that the attractions may be made strong enough to command the loyal attention of some among you every day and evening in the week."

Such a center can but prove a welding force among the people. Its only defect lies in the fact, which cannot be overlooked, that it is under the auspices of a church, and is therefore not community wide. But it affords an interesting contrast with what most churches have to offer.



The East Walpole Method with Billboards

A smudgy gray smoke arose one winter day over the town of East Walpole, Mass., and it was soon followed by heat so penetrating that it pierced the winter's cold and became known in adjoining regions. The editor of Town and Village wrote to a citizen who always knows what is to the front there, and asked for information with the following result:

"A clothier contracted for a sign board 'to be placed as near as possible to the center of the town on the main highway.' The billposter certainly saw his duty and did it, for after a three day's hunt he found a place right in the center of the town, within a stone's throw of the town hall. It was the first sign board that had been put up in Walpole. It was some forty feet long and fifteen feet high. We called it a monstrosity, nothing else.

"You ask what steps were taken to get it removed. For a week or more some of us simply cursed out the people who live in the center of the town for letting them dig a post hole, much less put up a sign. Then we looked around to see what we could do. I first took it up personally with the clothier and the billposter, and a number of letters passed. I told them we would use diplomacy first, but that we could not restrain the dogs of war very long, and if they did not do something about it the numerous threats of black paint and burning would probably be executed.

"Then I took it up with the Walpole Club, thinking that an organization could do more than an individual; and I am very glad that I did, for I think it is always better to work through an organization.

This morning, however, I got a letter from the clothier saying he would remove the sign as soon as the weather opened up. I telephoned him saying that it would be good advertising for him, and the town would appreciate it all the more, if he did not wait until the snow went, but let us take it down at once; and I am very glad to say that this afternoon men are at work removing it.

"Besides speaking of it at the Walpole Club, we got Henry L. Johnson to come out and give a lecture. We issued invitations which went to every voter of the town—some eight hundred land owners. Ostensibly it was an invitation to Mr. Johnson's lecture, but in the invitation we took occasion to make a few remarks which would prevent any land owner in the town from leasing any of his land to sign-board people in the future, at least if he expected to hold his head up when he met any of his fellow citizens. Here you have the whole story."

And here we have a good example of what to do and when to do it. The first board is the board to have removed. The object lesson to the people of Walpole will not for some time be forgotten, and it will be a hardy billposter and a hardy land owner indeed who can combine against this community's obvious wishes.



Street Trees in Riverside

The example of the progressive little city of Riverside, Cal., in its systematic care of street trees ought to be followed by many other places. The first work was done in 1904 when 350 trees were planted by the Chamber of Commerce. In 1905 the Chamber planted 1000; in 1906 the Chamber planted more and the city took it up, the total for the year being 1250; in 1907 the city planted 1500, and in 1908 the number was 2170. In the short time since the start was made the total of 8378 trees planted would make 34 miles of tree lined streets with forty feet between trees. In his report the tree warden, Mr. J. H. Reed, says: "When I think of these trees as they will be five or ten years from now and from thence on, it was worth doing." A great deal of work, too, has been put on old trees, perhaps equaling the new trees in number. Mr. Reed adds significantly: "But this work costs money and the inquiry is made, is the

city getting value received? Has the work added to the happiness of our people? Has it added to the value of their property? Has it added to the city's attractiveness. calculated to induce strangers to make their homes here to a degree that will justify us in continuing it, or would it be better to go back to the old plan of individual ornamentation of our streets yet common in most cities?" There would seem to be but one answer and indications are that the people of Riverside appreciate the fact.

In a letter to this department Mr. Reed shows an appreciation of the general situation. He says: "With the great commercial prosperity so generally apparent it seems to me very strange that so little is being done in a systematic way to make our American cities beautiful. My study and observation lead me to think that this is not so much from lack of appreciation as because so little has been done to point out wisely and definitely how it may best be done. The matter that interests me most now is the movement towards municipal control of street trees."

Here is a point for consideration, a point of far more importance than is generally conceded. To allow each abutter to plant as he pleases, trim as he pleases, cut down as he pleases, means chaos; in effect a spotted and mutilated development. Some central authority must have charge of the entire matter, and public opinion must see to it that efficiency in the work is maintained. A central authority under the control of the public service corporations, as is too often the case, will result fatally. The worst tree butchers are the employees of the corporations, as conditions in many an American town bear witness.

The central authority must, moreover, be intelligent. Trees of one kind should be planted on each street and the kinds selected must be confined to those that are most hardy in the region. There are many other problems but they are all easily solved by communities of the Riverside type.



Highlands En Route

The Highlands, N. C., Improvement Society has a good summer's work to its credit. Highlands is a small place. This magnifies enormously the importance of its accomplishments. Among its first efforts was an entertainment, "Stage Stunts," by

which it raised \$90 for a school just getting under way, and incidentally gave some interesting and helpful diversion to its people and the summer visitors. It then placed six benches in and about the village in positions from which beautiful views were to be seen. Each bench was made simply of a split log, one half serving for the bottom and the other for the back. Finally it turned its attention to the trees, caring for some beautiful old ones so as to add to their expectancy of life, and planting several new ones in front of public places where they were needed. The society still has \$50 in its treasury with which to start work another year. Next?



Progressive Winthrop

When the cities and towns of Massachusetts were voting on the playground referendum during the fall of 1908 and the spring of 1909, Winthrop, just outside of Boston, seemed to regret that her 7,084 people did not entitle her to a similar privilege. The people of Winthrop, however, are ingenious, and they set about seeing what might any way be done, for they were not willing to give up the idea of having playgrounds. They, particularly the women, proceeded to agitate along many lines. At a town meeting in the spring, when the towns of over 10,000 were voting on the referendum, the people inserted warrants for various appropriations for playground purposes. A special committee was appointed to consider the entire question of parks and playgrounds and report in the fall. The committee gave hearings during the summer, and went extensively into the question of the town's development, its future needs, its peculiar nature (because of the large areas of marsh land), available sites, and so on.

In the meantime the people kept busy. They decided to conduct an experimental playground during the summer so as to gather experience, show what could be done and develop public sentiment. The Woman's Club, the Improvement Association, the Arts and Crafts Society, the Woman's Equal Suffrage League, apparently every organization got into the action

and did valiant work. The School Committee gave the use of a convenient schoolyard, with a pond and suitable open area. The societies mentioned provided the apparatus, money was raised to employ a supervisor; articles such as magazines, books, toys, games, raffia, sewing materials, scissors, shovels and hoes, were solicited to give scope to the activities; the meetings of many of the societies were devoted to discussions of various aspects of the playground movement; the newspapers were kept filled with articles, comments, accounts of what other places were doing, notes on the local activities; and, finally, the whole was capped with an exhibit when the playground was closed. This exhibit was witnessed by many people, but particularly by the children, who were by then as active as any of their parents in support of the movement.

When the special town meeting was held in the fall the people were interested. The attendance was so heavy that the voting list had to be used to check off those who came and admit only voters. When business was started every seat was taken. There were other articles ahead, but by a vote of the meeting the playground question was taken up first, and the extensive report of the special committee was read throughout.

This report was an interesting civic document. It called attention to the probable growth of the town, to its peculiar formation, the centers of its present and probable development, the needs of its people, and particularly to the fact that large areas of marsh land had been purchased at low figures to be held till the town would lay sewers, construct streets and develop values. It was pointed out that the planning of the marsh lands by private owners was poorly done, that the lots were small, the houses already built poor, and that here was a chance for a development of which the town could ever be proud.

Then came the recommendation that \$75,000 be appropriated to buy a large area of this marsh land for playground purposes. There was but little discussion, and the motion was unanimously carried. By this action Winthrop puts herself among the enviable towns of the country.

Our Prize Essay Contests

In our November issue a series of prizes was offered for the best essays by high-school pupils on "How I Can Help to Make My City Beautiful." The first prize of \$15 was won by E. A. Haslam, then of Santa Cruz, Cal., now of Portland, Ore. The winner of the second prize of \$10 was Edna Anderson, of Helena, Mont. The third prize of \$5 was awarded to Hjalmar Hasselquist, of Kankakee, Ill. The judges were Dr. John Quincy Adams and Mr. T. Commerford Martin, of our Advisory Board, and Mrs. Mary V. Fuller, of our editorial staff. Their decision was not unanimous.

Another Prize Contest

In order further to awaken in school children an interest in civic affairs a second series of prizes will be offered for the best essays on "What I Can Do to Keep My City Clean." The contest will be open to children in the United States and Canada under sixteen years of age, and will close on March 31. One prize of \$10 will be awarded, one each of \$5, \$3 and \$2, and five of \$1. Full details will be sent on application. If you know any bright girls and boys do them the favor of telling them of this contest, and let them read Professor Bailey's article in the January issue.

The Essay That Won First Prize

Although not the all-important and all-absorbing question before our city governments to-day, that of beautifying the city is very important. It enters into most of the important ordinances, and plays a considerable part in the consideration of some.

Among the things that tend to make a city beautiful are the paving and cleaning

of streets, beautifying of homes, erection of fine public buildings, and the laying out of parks and public squares.

This short treatise is not to tell how this may be done or what would be the labor, time, and expense necessary for such a task; but it is to tell merely how an individual can help in the work.

To me the most palpable way is by force of example and personal influence. One may not be able to pave a street or lay out a park or build a beautiful public building,

but most any one is able to beautify the home in which he lives, whether he owns or rents it. He can put in good walks, lay out a beautiful lawn, sprinkling it here and there with flowers, shrubbery and trees, and keep his house and yard in good trim. By doing this he sets a good example before those about him, and soon his neighbors seeing his beautiful place, will begin to take some pride in their places and fix them up. In this way his street soon becomes a beautiful residence avenue. The surrounding residence district will see it, take up the work, and

in time the city will bloom out, beautiful, fresh, and green.

Furthermore, he can make his influence felt by supporting all laws made in the interest of civic improvement. Suppose that an ordinance, for the improvement of streets and parks, and erection of public buildings or bridges, is submitted to the people for ratification. It will mean an increase in tax rates, and may weigh heavily upon the tax-payers; but should he grumble and find fault and refuse to vote for it? No. He should talk to his neighbors about it, en-



E. A. HASLAM
Winner of the First Prize

courage them to vote for it, and do so himself.

But this is not the only way by which he can exert his influence. He can form or assist in forming a club in his community for the purpose of encouraging and laying plans for improvements. Such a club can make its influence felt in the city by petitioning the council and appealing to the people.

Thus, though one man alone may not bring about a great change, still his influence, exerted through good example, can extend far and bring about much good.

The Essay That Won Second Prize

We young people are furnished with well built, finely equipped schools, with the understanding that we will do our best to keep them in a good condition. I want to respond to that request, to that unspoken trust placed in me, with a loyalty that is the very essence of patriotism, and be one of a body of students working harmoniously and effectively for the beautifying of the school house and grounds.

A city is not so much judged by the elegance of its public buildings as it is by the general neatness of its citizens' homes. There is work for me, work that only I can do, disagreeable, maybe, apparently unimportant, which I want to perform cheerfully, knowing that every improvement in alley or street, whether it is the removing of ashes or the planting of a tree, does just so much towards making my city attractive.

America is a country for the common people. They have proved as superior in art and literature as in mining and agriculture, have put down wrong practises, championed the rights of the weak, and lived as

true, patriotic citizens. It is now for them to take up the work that is so near, and which by reason of the steadily increasing population, is so imperative. The city officers can not do it all, neither can the improvement societies, but I can do my part, not perhaps in laying out avenues and building stately edifices, but in keeping my walks clean and heeding the "Keep off the Grass" signs. Then truly my city will be the more beautiful because I have lived in it.

Once a year comes a day—Arbor Day—

when we all have a chance to set out trees and other plants. I want to make a better use of this time and to understand more thoroughly why it was set aside. My back yard need not be unsightly, for there I can make use of inexpensive, easily grown flowers and shrubs. Only a little care and money need be expended, as wild Clematis vines and syringa bushes grow wild in the mountains, and can very easily be transplanted. I can heartily recommend this form of gardening to everyone because of the pleasing results, and the moral and physical



EDNA ANDERSON
Winner of the Second Prize

benefits which are sure to follow.

It is to trees that the New England villages owe their chief attraction,—long rows of elms planted by our forefathers, who, with rare intelligence, left this legacy to succeeding generations, to afford pleasure and to satisfy beauty-loving hearts. Too often our Western cities have bare, unshaded walks, with the houses fronting the streets without one strip of lawn or bed of flowers. I can at least plant a few trees a year where everyone will see and enjoy them. In their own way they will make my city more beautiful.

Gleanings

Treatment of a German Suburb

Near the city of Eisenach, which is located in the heart of the Thuringian Forests, famous the world over for their arboreal beauty, is located the lovely valley called Johannistal, property of the State. It helped to make Eisenach attractive to tourists as well as to many people who chose this city

out the money necessary for this without some return, it decided to sell some parts for bulding lots.

It was anxious to disturb the character and beauty of the valley no more than absolutely necessary, and in order to accomplish that to the highest possible degree it offered a prize to architects and landscape garden-



PLAN FOR TREATMENT OF THE JOHANNISTAL—SECOND PRIZE

as their residence after having retired from business.

But even States sometimes need money, and so this valley was sold to speculators, who, of course, in turn intended cutting it up into building lots and selling it for personal profit to the public at large. The municipality of Eisenach recognizing that it would be a terrible loss to the city decided to buy the property back from the speculators, but as it could not afford to pay

ers for a plan which would best solve the problem of furnishing the needed funds and yet secure permanently the beautiful Johannistal for its citizens and visitors. A great many answers were received, and several prizes were awarded; and although the city could not adopt any one of the plans, not even the one receiving the first prize, in every detail, it accomplished just what it wished to by following some suggestions of each of the three successful competitors.

The plan in its final form, as described in the *Städtebau*, does not destroy the character of the valley at all. It provides for fifty building lots so located and distributed as to give the whole landscape the aspect of a wooded valley with fields here and there, a lake, open lawns, and old-fashioned gardens. It also leaves intact the "lovely Promenade" which every tourist as well as every resident of Eisenach enjoys, and which is one of the most beautiful walks of its kind in the world. It is a long lane travers-

which the projected villas and houses face. From it other streets and lanes run up and down hill, ending sometimes in public playgrounds, sometimes in parks or open spaces, which are to be adorned with here and there a monument, a public building, a church, a coffee-garden or other place of recreation or amusement dear to the German heart.

The buildings themselves are all detached, and the restrictions governing their erection are most rigid. That they will all be artistic and decorative, adding rather to the



PLAN FOR TREATMENT OF THE JOHANNISTAL—SECOND PRIZE

ing the entire valley, ascending and descending so gradually as to present no difficulty to pedestrians, never near enough to the public roads and highways to be disturbed by their noise and dust, widened here and there to give room for benches, or to enable the pedestrian to gain enchanting views of the lovely valley from the most advantageous points. Not to destroy any of the beauties of this Promenade was one of the main difficulties, but the problem has been solved in a way satisfactory to the city from a monetary standpoint, and to its inhabitants from their point of view.

The plan provides for a new highway,

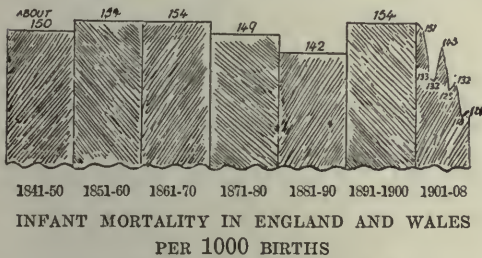
beauty of the landscape than detracting from it, is a foregone conclusion.

The plan also provides for the reservation of a large tract for a first class sanatorium, for which the natural conditions, the remarkably pure air, the mild climate, furnish everything to make it attractive and successful.

The entire undertaking most successfully combines the creating of a revenue with the conserving of a place of beauty and enjoyment; it is a lesson to the world at large, one which it is to be hoped other cities will profit by, even where conditions are not exactly similar.

Health Reforms in England

During the four years that Mr. John Burns has been President of the Local Government Board, which is the Central Bureau of Health, England has been aroused to the wisdom of taking some active measures to add to her national strength by saving the lives of her citizens. The *Municipal Journal* of December 17 records the passage of acts and introduction of bills which should have, and in some cases already have had, important results. The Notification of Births Act requires registry of birth within 48 hours (instead of six weeks) after birth, thus giving timely opportunity for necessary counsel to mothers. The infant death rate, stationary for 65 years, has decreased about 30 per



cent in the last four years, and a further improvement is looked for when the Dairies and Milk Bill becomes a law.

The Public Health (Regulations as to Food) Act and the Regulations as to Tuberculosis are naturally of the utmost importance. The Housing and Town Planning Act, among other things, requires that dwellings of wage earners must not alone be "fit for human habitation," when first occupied, but must continue to be so kept by the landlord. It prohibits back to back dwellings and strictly regulates cellar dwellings.

The Worst Form of Race Suicide

In New York City one out of every seven babies born alive dies before it is a year old; yet, in this respect, New York compares favorably with other cities both in this country and in Europe.

"A decline in the birth rate," says Edward T. Devine, Secretary of the Charity Organization Society, writing on "The Waste of Infant Life" in the *Survey* for December 4th, "can be contemplated without dismay"; but the effort of the medical

expert and social economist should be to reduce "this waste of young human life to reasonable proportions," and furthermore "not merely to prevent babies from dying, but to keep them well and increase their strength, to give them the best possible beginning for their lives."

Much can be done. The rate of infant mortality in New York decreased 43 per cent. in the 40 years succeeding the establishment of the Board of Health in 1866, while the number of deaths under one year has actually decreased in the last fifteen years in spite of the enormous increase in population.

A diagram analysing the causes of infant mortality in 44,000 cases indicates that a very large proportion of deaths are preventable by proper and adequate nutrition and by such means as those adopted by our "efficient Board of Health," in controlling serious epidemics, improving housing conditions, decreasing tuberculosis, providing summer outings, improving the quality of milk, increasing breathing spaces in the city, and in other ways raising the general standard of life. Proper care of the mother for even a few days before birth would do much to decrease the cases now classed as hopeless.

Arbor Gardens and Tent Life in Cities

In Berlin several hundred thousand children are enabled to live in the open air in the summer, because the city uses every unused rod of land, divides it into plots of about a third of an acre each, which it rents for about 20 cents a month. Temporary houses are constructed by the tenants. The children are taught to make gardens of vegetables or flowers. The work is healthful, and also ennobling, teaching independence, self-respect, regard for the property of others and mutual helpfulness. A committee has charge of the gardens collectively, and where would-be garden colonists are too poor to build and equip their arbors, assistance is given. Not only the poor take advantage of these arbors; they are rented also by tradesmen, laboring men and even civil officials of low degree.

Other German municipalities have adopted the same plan, writes Bolton Hall in the *World's Work* for December under the title "Homes in Waste Places." In this country a few similar experiments have

been successfully tried, as Orchard Beach, Pelham Bay Park, New York, where tenting sites are furnished by the City on application; but in New York most of the vacant land is speculatively held and cannot be rented.



Making Good Citizens out of Bad Boys

It is difficult to imagine a more far-reaching social reform than that which had its birth, superficially by the merest chance, in the County Court at Denver ten years ago. It seemed almost an accident that Ben B. Lindsey, whose articles, *The Beast and the Jungle*, are now being published in *Everybody's Magazine*, then a young man of thirty, was made county judge to complete an unexpired term, and that a poor mother, whose boy was being tried before him for stealing coal from a railroad, made such a terrible scene that the Judge felt impelled to find some way to avoid sending the child to jail. It was, however, years of thwarted effort to introduce political reforms that led Judge Lindsey to throw all his energies into the channel which this incident opened to him. He "began to think over this business of punishing infants as if they were adults, and of maiming young lives by trying to make the gristle of their unformed characters carry the weight of our iron laws and heavy penalties." He began "to frequent the jails in order to see how the children were treated there, to compile statistics of the cost to * * * society of this way of making criminals of little children."

The conditions in the jails, where young boys were detained with older criminals, were so indescribably awful that after a hard struggle Judge Lindsey succeeded in arousing a great wave of public indignation on the crest of which legislation was passed creating a Juvenile Court to which all children should be brought, with probation officers having police powers, a Detention School, "and, then we followed up with a demand for public playgrounds and public baths," which took "two years of almost continuous agitation." Then followed the direct work with the children.

"I found that when a boy was brought before me I could do nothing with him until I had taken the fear out of his heart; but once I had gotten rid of that fear, I found—to my own amazement—that I could do anything with him."

The boy was made to feel that he was to

have a "square deal"; that he would be helped to be good rather than punished for doing wrong; that he was to be given another chance. Judge Lindsey appealed first to the loyalty of the children to each other or to "the gang," which at first showed itself in a refusal to "snitch," or betray each other, then to their loyalty to himself, whom they had learned to trust and regard as their friend.

Before the Detention School was established, juvenile criminals were sent to an industrial school at another place; to avoid expense to the city and the injurious intermediate detention in jail, Judge Lindsey tried sending the boys alone, with their own commitment papers. In eight years, out of 507 cases, there were but five failures, and none of those outright. Judge Lindsey says:

"The criminal law is founded on vengeance. It treats all criminals as born criminals, incorrigible and unforgivable. It is designed to save property, not to save men; and it does neither; it makes more criminals than it crushes. I believe that the methods of our Juvenile Court could be applied to half the criminal cases on our calendars. The majority of our criminals are not born but made—and ill-made. They can be remade as easily as the River Front gang was remade, if we used the methods of Christianity on them and not those of a sort of fiendish paganism that exacts 'an eye for an eye,' and exacts it in a spirit of vengeance."



A Mile-Long House

Imagine a skyscraper a mile high laid upon its side on a country road, and you have the principle of Roadtown, a "continuous house," devised by Mr. Edgar S. Chambless, and described in the *Review of Reviews* for December. For the elevator is substituted a subway with monorail train service and a moving sidewalk. The community will enjoy the most modern equipment, including electric power, light, gas, heat, hot and cold water, sewerage, irrigation, vacuum for sweeping, refrigeration, telephone, and message and parcel delivery. It is also proposed to have food, purchased at wholesale, prepared at certain points, and delivered to the individual dining rooms by special cars with warm and cold compartments, the dishes to be returned to the central serving station, thus eliminating much of the drudgery of housekeeping.

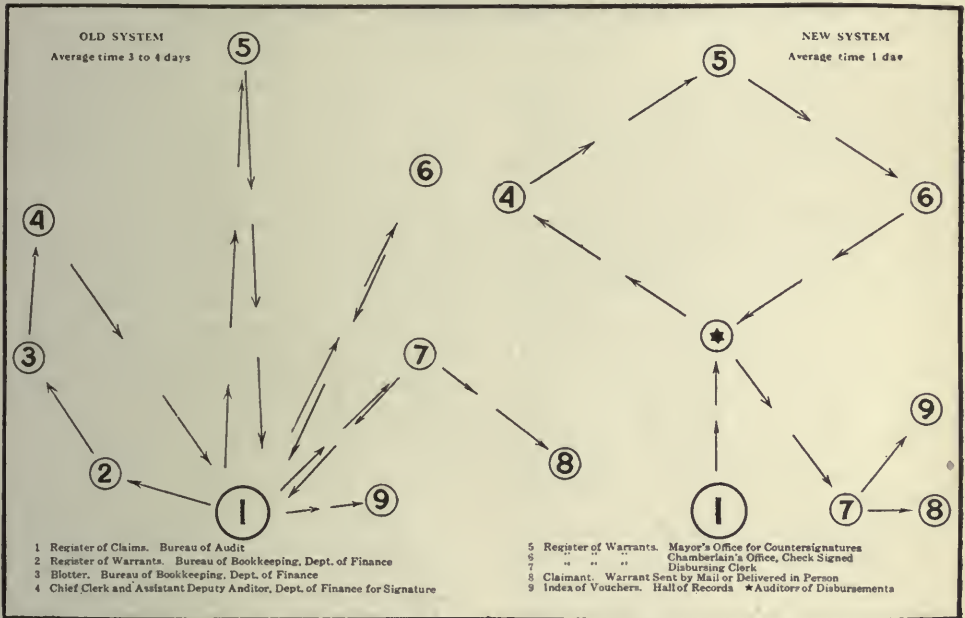
Each house will have a reasonable amount of land for cultivation. It is estimated that a man may live in the country at the

rent now paid for second rate city apartments, and enjoy all the conveniences and many of the luxuries scarcely attainable by the highest grade of city apartment.

The scheme has been worked out with great thoroughness. Mr. Edison has offered the use of his cement-poured house patents without royalty. The estimated cost of the first mile, consisting of 220 houses, is \$833,200. The fixed charges per year would be: labor, \$13,060; coal, \$5,000; interest at 5 per cent, \$41,660; depreciation, \$20,830; to which must be added insurance,

Board of Estimate, and their expenditures and credit are thereby defined and limited.

Comprehensive daily and monthly reports are rendered, and filed in the Comptroller's office, constituting public records. The records are of four classes: (1) the original documents evidencing the transaction, kept on file, and from which entries are made in (2) a register, classified as to nature of documents and funds affected, and in (3) a detail or subsidiary ledger; (4) general ledgers containing controlling or summary accounts. Available funds are classified ac-



DIAGRAMS SHOWING THE COURSE TAKEN BY WARRANTS FOR SIGNATURE AND DISBURSEMENT UNDER THE OLD SYSTEM AS COMPARED WITH THE NEW

taxes, and interest on land values. Each additional mile would diminish the relative cost of construction and maintenance.



New York City's Revision of Accounts

The December *Book-Keeper* gives a resumé of a brief description issued by Herman A. Metz, at that time Comptroller of New York City, of the new system of accounting and reporting installed in his department, whereby responsibility for every transaction is located and the city protected against misuse of specific funds. The different departments must send particulars of their requirements for the ensuing year to the

cording to their source and the purpose for which they may be expended. The accompanying diagram shows the gain in accuracy, rapidity, simplicity and economy. Nine classes of records are eliminated, and a single writing is sufficient for the eight offices affected.



Exchange of Municipal By-Products

The *Municipal Journal and Engineer* for December 15 contains part of a report by the Superintendent of Parks of Hartford, Mr. George A. Parker, in which he recommends an exchange of by-products between municipal departments. "The foundation upon which such an exchange rests seems

to be the fact, if it is a fact, that what are by-products and waste in one department are supplies to be purchased by another," and that in the open market "no price is too small when the city wants to sell, and no price too large when the city wants to buy," whereas an exchange between departments requires only the desire to deal fairly.

The Park Department, he says, could use manure from the Fire Department; leaves from the street trees; animal waste, such as dead horses and dogs; ashes from city buildings and schoolhouses; sweepings from asphalt pavements, garbage, and ashes and waste from private houses. In exchange it has to offer hay and bedding, wood from its trees, street trees for setting out; plants, trees, shrubs and vines for public buildings and grounds; sods and loams for public areas.



Cleveland's Municipal Purchasing Department

In the December 22d issue of the same publication A. R. Callow, Cleveland's Purchasing Agent, estimates that his department saved the city in 1908 over \$82,000, with a percentage of cost of operation to total disbursements of 0.89 per cent.

All expenditures except for payrolls and under formal contracts, are made through the department. The Purchasing Agent has one assistant and three buyers, and to each is assigned a certain class of goods, so that he may become expert in that line. Other departments furnish written requisitions for supplies, and in making purchases the market is canvassed, price and quality alone controlling.

The following is one of several transactions given to illustrate the methods of the department and the resulting economy:

"A requisition was recently received from one of the three bath houses for 75 dozen towels. It was held in the Purchasing Department until a canvass of other departments could be made to ascertain their wants for towels of the same kind. The result was that the order could be made large enough to permit purchase of the towels direct from the mills at \$1.20 per dozen, as against \$1.50 per dozen, the lowest price obtainable for smaller quantities."



A City With a General Manager

The same publication in its issue for December 29, relates how the Council of Staunton, Va., a city of about 12,000,

thoroughly dissatisfied with the existing government, where everybody's business was nobody's business, hit upon the expedient of appointing a salaried officer whose entire time should be devoted to the city's affairs, and in a broad and simple ordinance created the office of General Manager.

Staunton has for two years been run as a strictly business corporation would be run. The Mayor corresponds to the President; the general manager is the executive and business manager; the Council, corresponding to the Board of Directors, "adopts the ordinances, fixes the rate of taxation and formulates the policy."

Mr. John Crosby, President of the Common Council, who writes the article, says:

"It has not only been a complete success in every particular, but has produced better results in a shorter time than was anticipated by its most enthusiastic supporters."

Streets have been markedly improved, expenses greatly reduced, purchases for the different departments standardized; citizens having business with the city always know to whom to go; and responsibility is fixed. Due credit is given to the General Manager, Mr. Charles E. Ashburner, who is, as should be the case in small cities, a practical engineer.



The Overworked Voter

A New York primary ballot containing the names of 835 candidates; a Chicago ballot 2 feet 2 inches by 18.5 inches; a Portland, Oregon, ballot presenting besides 25 candidates for six offices, 35 legislative propositions; a series of nine elections within one year in Sioux City, illustrate what Charles A. Beard means by "The Ballot's Burden," in the December *Political Science Quarterly*.

What wonder that a test made in one of the most independent assembly districts of Brooklyn disclosed ignorance of the names of such newly elected officers as state treasurer, alderman, assemblyman and surrogate, on the part of from 65 to 87 per cent of the voters examined!

The enormous multiplication of elective officers, in an attempt to make the government purely representative, and the complicated machinery for nominations, confuse the average voter, and make an election, with its lucrative offices and valuable privileges, the prize of the party machine

and political expert rather than an expression of the sovereign will of the people.

The root of the trouble is the complexity of our system; its remedy simplification. A return to the short ballot is the first step, giving the governor of a state power to appoint all executive officials, as the president appoints heads of departments, centralizing power but at the same time unifying

administration and fixing responsibility. Commission government is an extreme form of simplification, which might easily be carried too far. The lengthening of terms of office, and separating of elections would also lighten the burden. A tendency to adopt one or more of these remedies is beginning to show itself, particularly in the North and East.

Books for the Citizen

Town Planning, Past, Present and Possible *

Town planning has been systematically studied only during the last half of the 19th century, and the technical literature on the subject is almost exclusively German and French; no general literature has yet appeared in England. Whether or not the absence of books accounts for lack of interest, Mr. Triggs, who, as holder of the Godwin Bursary of the Royal Institute of British Architects, has had exceptional opportunities to study the most beautiful continental cities, writes of his own country:

"From one end of Great Britain to the other, with the exception of a few cities such as Edinburgh, there is hardly a single really good example of town planning."

The subject of town planning falls naturally into two classes: the modification of existing cities to meet modern requirements, and the projection of a new town or city upon such lines that its development may be beautiful, sanitary, convenient and unlimited. Paris and Washington are chosen as types.

"The systematic method pursued in Paris is worthy of close attention. In the first place an official plan is kept up of the whole city, and all schemes of contemplated improvements involving in any way the beauty of the city, whether it be in the laying out of an important public street, or in drafting new building regulations or the situation of an important work of art, are reported upon by special commissions of experts at the call of the Prefecture of the Seine. Artists, whether they be painters, sculptors or architects, consider it an honor to serve on these commissions and give the best of their ability to the public service without remuneration. * * * In street improvements no secret is made of their direction and extent,

and proposed widenings and new streets are clearly marked on the large scale maps issued by the Service du Plan de Paris * * * even although it may be twenty years before the changes can be carried out. Owners of property cannot sell the land scheduled, and must submit for approval plans of any alteration they propose to make to their buildings. It thus becomes impossible for any new building or costly alteration to be erected or carried out upon land that will be ultimately required."

Three types of city plans are (1) the radial or spider's web; (2) the rectangular or chessboard; and (3) a combination of the two. The radial type is most common in Continental cities, of which Berlin is a striking example; the "chessboard," the more ancient of the two, has been almost invariably adopted in America and new colonies generally, and has many serious objections. The third class is particularly adaptable to the addition of new areas to old cities. But

"'Success in town planning' says Stübben, 'is more likely to be attained by seeking out the natural topographical conditions. A full consideration for the levels, roads and boundaries must be the basis upon which all schemes must rest, and these considerations can only be kept out of account if they become antagonistic to the legitimate requirements of traffic and town extension, or for economic or aesthetic reasons. The closer a town plan adheres to the natural conditions, the more original and attractive it will be.'"

An extremely interesting and valuable portion of the book from the American standpoint is that which treats of the circulation of traffic and street planning. Relief from undue congestion is a vital element in the prosperous development of a city. Besides systems of subways, various expedients discussed are superimposed streets, so that crossings are at different

* By H. Inigo Triggs, A. R. I. B. A., Methuen & Co., London, 1909. Crown octavo, 354 pp.; 15s.

elevations; streets radiating from central focal points, as railroad stations and markets; the gyratory or tangential system of traffic where there are spacious junctions; streets broad enough to permit subdivision for various rates of speed. Thus Adolfs Allee at Wiesbaden, 117½ feet in width, has provision for street cars, motors, equestrians, vehicles, and pedestrians, separated by rows of trees.

To the practical American mind streets are regarded simply as a means of getting from one place to another; with boundless areas, we make them as narrow as possible. We build magnificent and costly buildings and put them where they can never be seen.



SHOWING THE EFFECT OF PLACING A MONUMENTAL BUILDING ON, AND OFF, THE CROWN OF A RISE

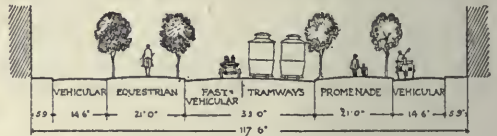
We are at the very threshold of street architecture; the treatment of the street for its effect upon the eye, the use of curved lines, consideration of width and proportion, uniformity of building fronts, vistas, trees, street gardens, artistic illumination, colonnades and façades, covered streets such as the Galleria Vittorio Emanuele at Milan, embankments, the superiority of the concave grade, leading up to some monument or striking building—all have been unconsidered in most of our cities.

"Magnificent examples of such streets are to be seen in the Avenue des Champs Elysées, Paris, or the Via Nazionale in Rome.

The former is a striking example of masterly town planning. The summit of the Champs Elysées is covered by the Arc de Triomphe, which forms the focal point of a splendid system of radiating avenues; the vista from the Place de la Concorde, when lit up by hundreds of lamps in the evening, is unrivalled by any roadway in Europe."

German municipalities have been especially far-sighted in building with a view to and making provision for future expansion. The policy adopted by Vienna may well be quoted:

"In order to make ample provision for the future growth, and both to regulate the expansion of the suburbs and to preserve the charms of the landscape surroundings, a great effort has been made to acquire a broad belt of land known as the Wald und



ADOLFS-ALLEE, WIESBADEN

Wiesengurtel, at a cost of about 50,000,000 kr., which sum it is proposed to raise by means of a loan. Much of the land then acquired will be available for building purposes, and a splendid driving road will be provided through the entire belt, with superb panoramic views of the city and the Danube. This road will be joined to the city by a series of connecting thoroughfares. By this far-sighted policy Vienna will eventually become one huge garden city, within well defined boundaries and with ample means of communication between all parts of the suburbs and the Ringstrasse."

The 173 illustrations, consisting of plans, diagrams and photographs, add much by way of help and suggestion, and make the work attractive to the general reader as well as to the planner of towns.



The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the coöperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

ANSWERS

1. **Birmingham, Ala.**—In your issue of January I note the valuable answer given by Mr. Robinson to inquiry emanating from Birmingham, Ala., as to laying out a tract of 250 acres of land, as a model industrial townsite.

The writer does not wish to criticise, but rather to endorse much of the admirable ideas given on this matter by Mr. Robinson. One or two points, however, occur as possibly of general interest; first, an area of 250 acres would give a plat of 3,300 feet square, in which it would be $\frac{3}{10}$ of a mile, or 1,600 feet, from a central point to the outer edges.

If the 250 acres is considered as the nucleus of what may become a much larger community, it might be treated from a different standpoint than if the 250 acres were to be laid out regardless of possible future growth of adjoining territory. If the future is to be discounted with the idea of a considerably greater growth, a large portion of the 250 acres might well be considered liable to become business section, and a present layout might have that possibility in mind.

We have many examples in medium sized and larger cities, where streets originally intended as residential have had to be used for business purposes under many disadvantages, but necessity knows no law, and the march of business has taken such residential streets and used them as best it could.

I would call attention to the suggestion made in your previous communication of non-arterial streets being made as narrow as 36 feet between property lines. It has been my privilege for some years past, to live on a rather select street, only 300 feet long, and 40 feet wide. I think even for so short a residential street, that 40 feet between property lines, is at least 10 feet too narrow. It gives a roadway too narrow to be convenient for turning heavy coal teams, automobiles, etc., not to mention moving vans. While such occurrences do not happen every day, they come sufficiently often to be something of a nuisance.

Another line of objection is that in warm weather, when residents are frequently gathered on their verandas, with a street only 36 feet wide, the families on opposite sides of the streets, would seem to be in each others front yard. We certainly find it so.

If the houses are set well back from the street, as they should be, it seems unnecessary to restrict the main front entrance street to anything so small as 36 feet in width. In other words, if 80 feet is to be left between houses, at least 50 feet of it

is better dedicated to a street. Still more is this true if houses are to be placed with 100 feet between them.

This earth is not so small as to warrant the layout of new communities with streets less than 50 feet in width, except in rare cases, where they may serve as back entrances or alley ways.

Allotments for playgrounds and open squares are, of course, important, but should be obtained without such sacrifice as reducing street width under 50 feet. If at the place in question, no attempt is to be made to discount future probabilities beyond the limit of the 250 acre tract, room for squares and playgrounds can easily be provided, depending of course upon the topography, somewhat towards the outer edges of the plat, and yet where they will be within 600 feet of the population which would use them.

There should of course, be provided one or several large spaces in the central portion of the plat to be maintained as important civic centers.

Thirty years experience as an engineer, much of the time connected with municipal work, and all the time interested in the same as a citizen, with stingy narrow streets in some New England cities, has so impressed upon me their evils that I wish to protest, like the total abstinence advocate, against land proprietors being persuaded by any temptation to take the "first drink," by laying out what may be a decent alley way for a front entrance street for any property that it is hoped may become valuable in the future.

For the interest of the originator of a plat, it is about the most injudicious apparent gain of available area that can be devised.

EDWIN P. DAWLEY.

Providence, R. I.



2. **Dallas, Tex.**—The Oberbürgomeister of Cologne supplies the following information:

"The building code in force in our city only regulates the size of space to be left open for courts or yards. As far as corner buildings are concerned, the location of these courts is left to the discretion of the owner, but it must be so arranged that the buildings to be erected receive sufficient light and air from these courts. Generally the courts are located in the rear of the buildings, that is, not facing the street. Sometimes, however, these face the street and are located between the corner house and the next house in the street. In this case it is cut off from the street by a wall. These cases, however, are rare because it

affects the looks of the street front. They are only permitted if this is the only way to permit an advantageous use of the building lot, as is the case generally on very sharp street corners."



4. Oneida, N. Y.—Your correspondent asks for general information as to different methods of eliminating grade crossings. The proper method of doing such work, in almost any location, is so very largely dependent upon local conditions that general statements are liable to be misleading, even to engineers who have not had experience in special grade crossing work through first class communities. Nevertheless some general principles may be stated, the application of which, however, to special cases, should be entrusted to engineers of large experience in such work.

With regard to different general methods, there would seem to be only two, rather than four, namely: to carry the streets over the tracks or the tracks over the streets. In many considerable projects it may well happen that one method should be adopted on one portion of the work, and the other method on another portion.

A proper study of the situation should have as its foundation to secure the best possible lines and grades for both the railroad and the streets, and such a result can usually be arrived at if the problem is approached in the proper spirit, and not as is too often the case with the idea on one side that the best possible conditions for streets shall be insisted upon without regard to the disadvantages that may be imposed upon the railroad, or when the contrary is assumed, and from what is sometimes the railroad standpoint an attempt be made to secure the very best possible lines and grades for the railroad, practically disregarding street conditions. These opposite standpoints are both wrong, and in the end frequently injudicious for both parties.

The writer has a case in mind, where an important railroad passing through a large city, where there are several dangerous grade crossings, already surmounts an elevation of some 10 feet. Some parties have claimed that the tracks should be further elevated (it is true with quite long approaches) by an additional amount of about 15 feet passing over the streets. A little thought will show the many disadvantages of having a four track railroad, with perhaps two hundred trains per day, going through the center of a considerable city with the motive power on every train working well up to its maximum limit, on account of the extra grade to be surmounted. With coal burning locomotives the extra noise, volume of smoke, and other disadvantages disturbing, both in the quiet night and the busy day, the peace and comfort of the neighborhood for a strip perhaps a half mile wide would constitute a permanent nuisance in the community, as well as adding expense for operation to the railroad. On the other hand, in the location re-

ferred to, depressing the tracks and improving the alignment, as much as feasible, would constitute a permanent improvement of great value to the railroad, and add peace and comfort to the community. The whole matter is still pending in this case.

The writer is familiar with another somewhat similar instance, on another important four track railroad, through a community much smaller than the one first referred to. In this second case the railroad tracks have been depressed something like 20 to 25 feet, reducing the summit height by that amount, and carrying the streets over the tracks, substantially at former existing grades.

This second situation was at a place where the streets and the tracks, as they formerly stood, were practically on a level plain. A casual examination of the situation, without thorough examination of railroad grades, etc., in both directions, might have indicated to engineers inexperienced in railroad work a scheme for partially elevating the tracks and partially depressing the streets, which very possibly would have been a cheaper method than that adopted. Such a method would have entailed permanently on the railroad company and a suffering community the disadvantages of difficult and expensive railroad operation, as well as probable discomforts of what, unless very thoroughly planned and constructed, often becomes something like sink holes on depressed streets, unless proper drainage is amply provided for.

On a level plain of large extent the nearest general statement that can be made, with regard to method, would seem to be that the party which is on top, that is the streets, if they go over the tracks, or the tracks if they go over the streets, might be considered to be left in the best position for itself, if disregarding the other interest, which however, should never be done by either side.

In the study of such problems it is almost of equal interest to both parties that the situation be so left at completion of the work that existing and prospective manufacturing sites can readily be provided with proper private track facilities, etc.

In cases where tracks go over streets, communities should insist on proper grades, light, drainage and head-room for such streets, and substantial waterproof ballast floors carrying the tracks over the streets.

In conclusion, it is true that there are important general principles influencing the proper planning of grade crossing elimination work, but such general principles are so much influenced by local conditions that it often is difficult to point out where general principles have prevailed over local conditions in making the plans. The term local, for a true interpretation, may call for consideration by competent experts of conditions a long distance, possibly several miles, either side of the grade crossing directly involved.

EDWIN P. DAWLEY.

Providence, R. I.

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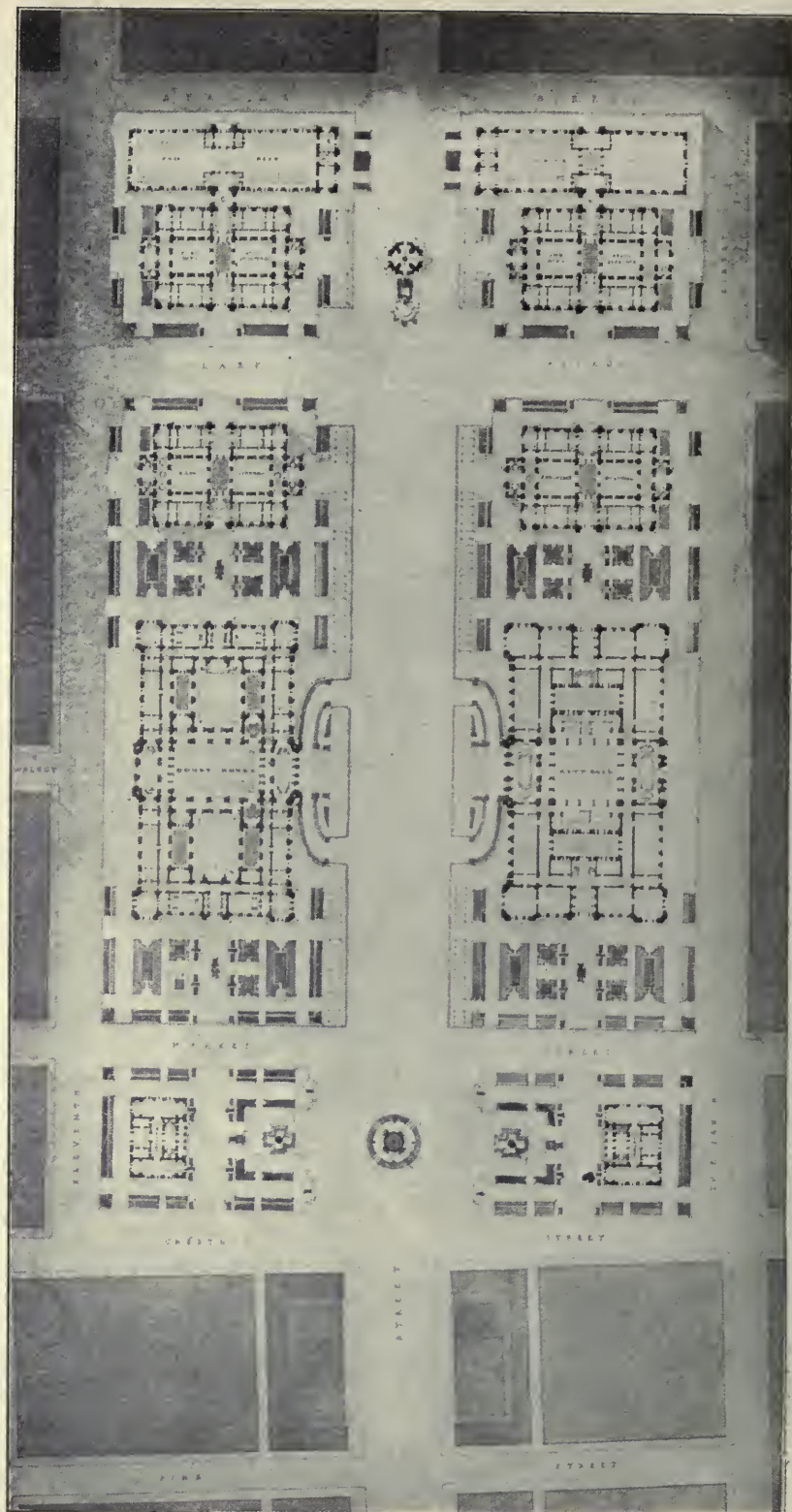
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Hall of Public Record
Historical Museum

Court Building
City Hall

Law Library
Executive Building

Police Headquarters and Jail
Fire Department Headquarters

The Municipal Outlook in St. Louis

By Mayo Fesler

Secretary of the Civic League of St. Louis

A workingman of St. Louis soon after the close of the Louisiana Purchase Exposition when asked what permanent good he individually derived from the Fair replied, "Two dollars a month added to my rent." Unfortunately this expressed the opinion of many people who regarded the Exposition merely as a means of promoting their own particular material welfare. These citizens fully expected to benefit financially from the Exposition, and when they learned that it meant no gold mine for them they were

upon to entertain the leaders in all lines of activity. From them her people received new thoughts and ideas and took advantage of them. Her citizens saw in the new white city a combination of architectural beauty never before seen. They saw in its complete form a model city with its magnificent group plan, its clean streets, its excellent police service and its quietness and culture—a strange contrast to the city on its borders which had been for one hundred years in the process of building and growing into



NEW PUBLIC LIBRARY, ST. LOUIS

This is the central library; branches are being established in different sections of the city

soresly disappointed and voiced their feelings in terms similar to that of the workingman quoted above.

This, however, was not the experience or feeling of the majority of the citizens, who estimated the value of the Fair from the correct point of view, namely from its value to the city as a community. They realize that it was an event of vast importance to the life of the city. By them it will continue to be looked upon as an epoch making incident in the city's development. It is the commonly expressed opinion among the people that St. Louis dates her municipal renaissance from the days of the World's Fair. A city which has been strangely self-satisfied and selfcentered was thrown in contact with the world. She was called

a haphazard, unrelated and ugly collection of homes, factories and business blocks. The World's Fair was the most effective municipal educator which her citizens could have employed.

St. Louis before 1900 was, like Chicago, regarded as a city given over largely to corruption in municipal affairs. Nor was the reputation without justifications, as was shown by the vigorous investigations and prosecutions instituted by Circuit Attorney (afterward Governor) Folk. St. Louis was engrossed in the development of her commercial interests. Political corruption had come to be looked upon as a matter of course. Public art and culture met with comparatively little appreciation. Her people were pulling at cross purposes. The poli-



BROAD DRIVES, WITH STREET-CAR LINES ON EITHER SIDE

ticians of both parties were pulling together, and little was being accomplished toward the advancement of the city's interests.

Civic Effects of the Exposition

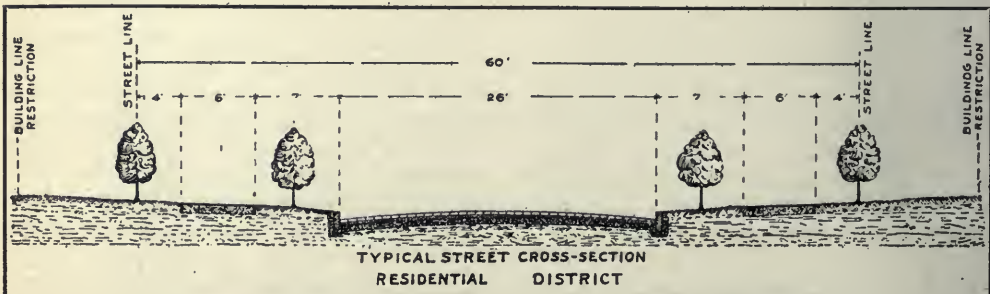
In the midst of this low ebb in civic spirit the hundredth anniversary of the purchase of the Louisiana Territory approached. When an international exposition in commemoration of this event was decided upon the enthusiasm of all classes of the people was aroused and united. A new spirit asserted itself. They realized the necessity of better city government, of well paved streets, of improved transportation facilities, and of a general improvement in the city's appearance if visitors were to be favorably impressed.

They took hold of the situation with zeal. They made an entire change in the personnel of the men who controlled the city hall by electing to the highest office a man of high business standing and integrity. They went to work to set their house in order for those who were expected to visit the Fair in the summer of 1904. The Fair was opened in May and through its gates passed crowds of people during the seven months of its existence, one-third of whom, it is estimated, were residents of the city

of St. Louis. They saw within the walls of the Exposition, in addition to the products of field, factories, mines and schools of all the world the finer forms of art, the practical way in which streets and squares, avenues and boulevards can be made more beautiful. They were given a conception of harmony and beauty in architecture which cannot be effaced and which is now expressing itself in the desire for improved living conditions in all parts of the city.

The grouping on Art Hill was an invaluable lesson in municipal architecture, the model playground was an inspiration to the public recreation movement. Those who saw these images of what might be had permanently imprinted on their minds the desires for a reproduction of that art in actual city building. It was in this way that the international exposition was to St. Louis a most effective education.

The aroused public sentiment which was then developed did not die with the Fair. It continued and still continues to express itself in an increased interest in municipal government and improvement. In 1904 there were in St. Louis only ten associations working for the mutual advancement of St. Louis; in 1909 there were sixty-two such organizations. A large majority of these,



NARROW ROADWAY AND WIDE PARKING FOR RESIDENTIAL STREETS

of course, are distinctly local in character and some of them have little influence, but they are all expressions of that new civic spirit which has taken hold of the city.

Before the gates of the Fair had closed the agitation was begun for a plan providing for the grouping of the then contemplated public buildings and future buildings which would be needed. This resulted in the appointment by the Mayor of a Public Buildings Commission, which made its investigation and prepared a report contain-

system; and a unique plan for a river front plaza. This plan was enthusiastically received and is serving as the basis for many suggested improvements.

One year later (1908) followed a bond issue of \$11,500,000 for public improvements, many of which were recommended in the City Plan Report. These bonds were voted, and the city is now busily engaged in making the improvements provided in that issue: \$3,500,000 for a free municipal bridge across the Mississippi; \$2,000,000 for a new



NEW CITY HALL—THE NUCLEUS OF ANY GROUPING OF PUBLIC BUILDINGS

ing illustrated plans for an elaborate and dignified group of buildings including the City Hall and the proposed public library.

First Steps Toward a City Plan

This was followed two years later by a movement on the part of the Civic League appointing several committees to prepare a City Plan for St. Louis. After eighteen months of serious labor these committees issued their report containing recommendations for the grouping of public buildings; the creation of civic or neighborhood centers with branch libraries, school buildings, public baths, etc., grouped about a playground; an extensive inner and outer park

municipal court building; \$2,000,000 for the extension of sewers; \$1,000,000 for hospitals and asylums; \$1,000,000 for bridges and viaducts; \$650,000 for small parks; and \$500,000 for boulevards. In addition to this the Library Board is building a central library at a cost of \$1,500,000, and six branch libraries ranging in price from \$30,000 to \$90,000 have already been erected or are contemplated.

Since the Exposition the city has added considerably to her park area; has built and equipped two public bath houses, one public comfort station and eight municipal playgrounds. In addition to this a law has been

passed by the state legislature enabling the people of St. Louis and St. Louis County to vote on the question of establishing an outer system of parks and parkways similar to the Metropolitan system about Boston. The vote will probably be taken at the November election and the indications are that it will receive a majority in both the city and the county.



LIGHTING STANDARD RECENTLY ADOPTED IN
ST. LOUIS

If a majority vote is cast in favor of the park system the Reservation District is thereby established and the Governor is authorized to appoint five commissioners, not more than three of whom shall be members of the same political party. This Board of Commissioners will have power to plan the park system, condemn land for parks

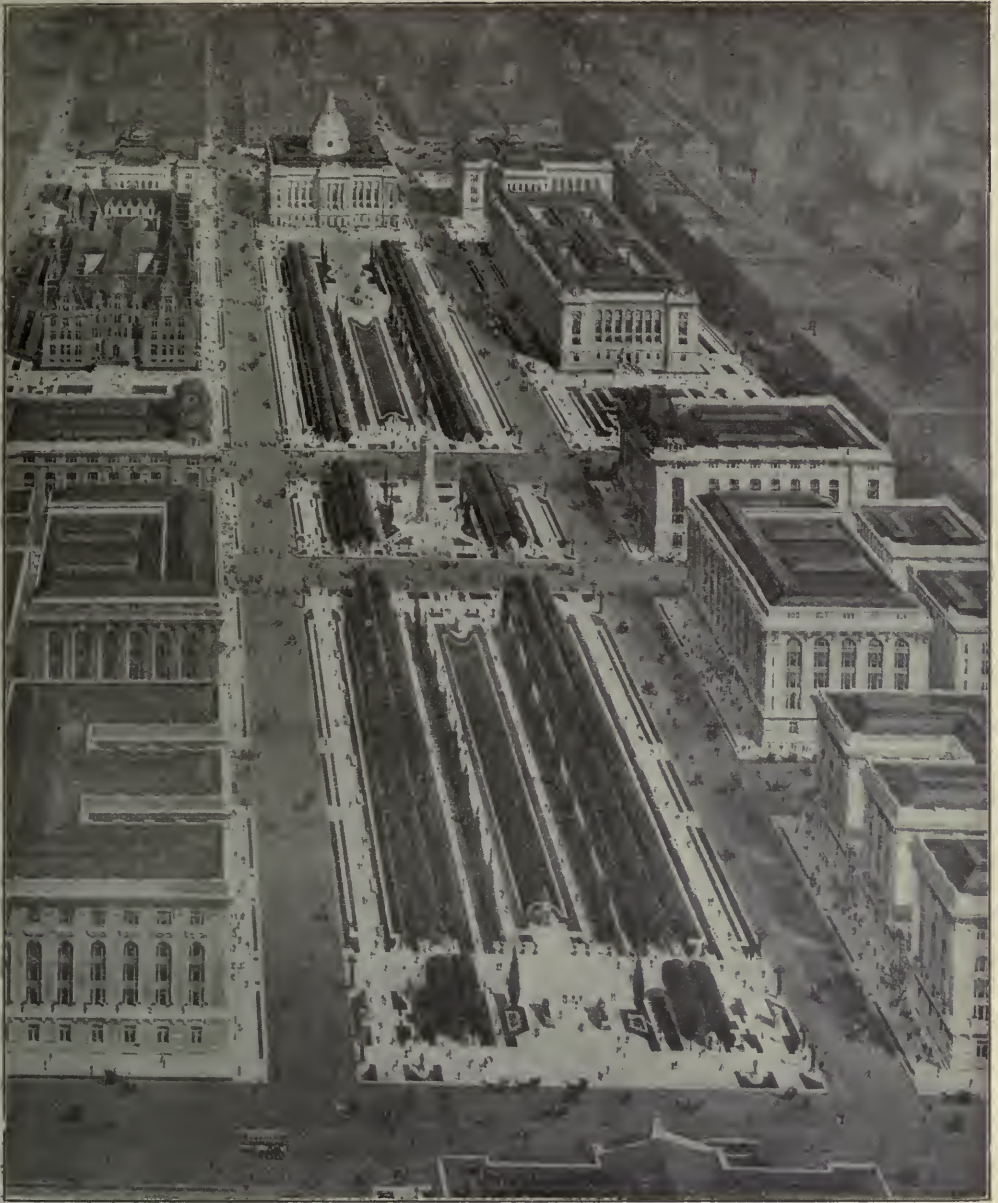
and parkways, and levy a tax to pay for improving and maintaining them. In St. Louis County there are several areas of wooded land admirably adapted for park purposes; these will, no doubt, be included in the Reservation District when established.

Ornamental Street Lighting

Another improvement which has followed the awakening is the installation of a more efficient and attractive system of street lighting in the business district. In 1908 the Civic League's Committee on Street Lighting issued an illustrated report advocating a more modern and brilliant system of street lighting. A Down Town Lighting Association composed of the property owners and business men in the district was organized, and within a year the Association had negotiated, installed and paid for a series of 400 magnetite arc lights on artistic standards for the district bounded by Fourth and Twelfth Streets, Washington Avenue and Market Street. These standards were installed at a cost of only \$1.00 per front foot of property fronting on these streets. While there is some criticism of the standard the efficiency of the lighting can hardly be improved.

Charter Revision

Along with these definite plans for physical betterment came the demand for a revision of the city charter, which is wholly unsuited to a progressive policy of improvements. The demand came much more slowly, but none the less inevitably. At first it met with feeble encouragement from the political parties. So long as the progressive spirit was satisfied to express itself in the promotion of physical improvements only the politicians were not concerned, but when it began to insist upon the improvement of the political machinery, they grew strangely silent. Four years ago the Civic League's Charter Revision Committee addressed a letter to each of the 82 candidates, of the three or four political parties, for the Municipal Assembly, asking them whether or not they would vote favorably for the passage of an ordinance calling for the election of thirteen freeholders to frame a new charter. Only nine of them replied in the affirmative and most of them made no reply. A bill, however, was prepared and introduced in the Council in May, 1905.



PROPOSED MUNICIPAL COURT AND PUBLIC PARKWAY, LOOKING SOUTH, THIRTEENTH TO
FOURTEENTH STREETS—ST. LOUIS PLAN NO. II

The measure was defeated. In the fall another bill was introduced in the House of Delegates but was never even reported by the committee. In 1906 and 1907 similar bills were introduced, two public hearings held, and the measure passed the Council but failed in the House.

In March, 1908, the Civic League's Committee called a meeting of the commercial,

civic, professional and social organizations in the city and organized a Joint Conference on Charter Revision consisting of representatives of 41 associations. After much persistent effort and on the eve of the municipal election in April, 1909, the two Houses of the Municipal Assembly passed the ordinance which received the approval of the Mayor.

The Joint Conference then addressed communications to the Central Committees of the three political parties offering to suggest a list of names from which the candidates could be selected. The suggestions were considered by the political parties and from the list of names six of the candidates were selected. Thirteen men were duly elected and in May last met, organized, and began the public hearing to learn what the people wanted in the new charter.

The public hearings throughout have been

state of public confidence continues it will not be difficult to secure the adoption by the people of even a moderately good document.

A Clean Administration

The task of obtaining a majority approval of a new charter will be materially simplified because of the fact that the city has a clean, aggressive and efficient corps of officials in whom the public has confidence.

The Comptroller, the City Counselor, the President of the City Council and two mem-



JUNCTION OF LINDELL BOULEVARD AND MCPHERSON AVENUE
Showing the successful treatment of a triangle

characterized by dignity and open-mindedness on the part of the freeholders. These hearings have been closed and the freeholders have begun the actual work of framing the charter. Whether or not the document as framed will be satisfactory to a majority of the voters remains to be seen, but there exists the utmost confidence in the integrity and honest intentions of the Board.

It is too early to predict what particular form the new charter will take but it is safe to say that it will be as brief as it can be made, will abolish one house of the Municipal Assembly, will centralize administrative power in the hands of the Mayor, will contain civil service provisions and will abolish ward representation. If the present

members of the Council were, when elected or appointed, members of the Executive Board of the Civic League, and there now exists a cordial spirit of coöperation between the City Hall and the various voluntary associations. The Administration is willing to receive suggestions from any source. One evidence of this is the fact that two experts from the Bureau of Municipal Research in New York, employed by the Municipal Voters' League to investigate the methods of municipal expenditures, are at present working as the experts for the Joint Committee of the Council and the House of Delegates, and are receiving the cordial coöperation of the Mayor, the Comptroller and the various heads of departments. In such an atmos-



YEATMAN HIGH SCHOOL—A TYPICAL ST. LOUIS SCHOOL BUILDING

phere of mutual coöperation progress can be made without serious difficulty.

Public Schools

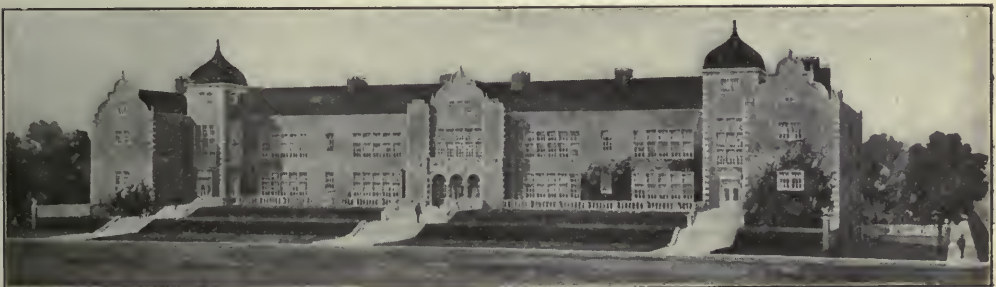
Another department of local government in which St. Louis takes a just pride, and which is a good example of the upward tendency in municipal affairs, is the department of education. Since the creation of the new Board of Education in 1897, under a state law which President Eliot of Harvard has repeatedly declared to be the model of its kind, the educational facilities of St. Louis have advanced by leaps and bounds. St. Louis can safely claim to be unsurpassed in its equipment for educating its youths. Its buildings, planned and constructed under the supervision of the Architect of the School Board, Wm. B. Ittner, are serving as the models for other cities. Scarcely a week passes without a visit from some city of educational committees to inspect the buildings and the methods of education.

The Board of Education, consisting of twelve members elected for a term of six

years (four members retiring every two years), and serving without compensation, has uniformly been composed of men of high standing in the community. Never in the twelve years has there been even the suggestion of graft or favoritism in connection with school administration. So fully developed is the public sentiment in favor of nonpartisan administration of school affairs that the two political parties agree every two years to place on the ticket two republicans and two democrats. By that means a bipartisan board, which in this case has meant a strictly nonpartisan board, has been secured, and there is no disposition on the part of the people to desire a change.

Housing

When a voluntary association leaves the pleasant path of making city plans, advocating parks and boulevards, and maturing schemes for attractive street lighting—improvements which are quite essential but not so elemental,—and turns its attentions to actual reform in the living conditions in



WILLIAM CLARKE SCHOOL—AN IMPORTANT FEATURE OF A CIVIC CENTER

the crowded districts then antagonism begins to show itself, and the erstwhile enthusiastic advocates of the comfortable and beautiful city begin to caution "go slow." This experience has been true of the Civic League's campaign for better housing for the people in the crowded districts. St. Louis did not know she had a housing problem until quite recently. Some seven or eight years ago Jacob Riis inadvertently made the remark in a lecture before a prominent women's club that "St. Louis has no tenement-house problem." He evidently

The Committee showed by photographs and tables that St. Louis not only has a housing problem but has one which is rapidly growing worse with the rise in rents and the absence of rigid tenement-house laws. After the report was issued the Committee drafted amendments to the Building Code providing the most important regulations necessary to proper tenement-house construction. The portion relating to new tenements (including all buildings occupied by two or more families) was passed on the eve of the last municipal election, and few



ENTRANCE TO PORTLAND PLACE, ST. LOUIS—ONE OF A NUMBER OF PRIVATE RESIDENCE PLACES

did not qualify his statement as he would have done had he been better acquainted with the situation. The members of the club, many of them prominent in charitable work, drew a sigh of relief and were thankful that St. Louis "has no tenement-house problem." The newspapers, which eagerly grasp at a straw in praise of St. Louis, repeated the sigh; the husbands of these women joined them; and soon the entire city soothed itself with the thought that St. Louis had no tenement-house problem. But St. Louis has, and has had for many years, a housing problem. This was made evident in the report of the Housing Committee of the Civic League after its exhaustive investigation in 1908 into the housing conditions of a limited area in the crowded district on the north side.

were aware of the contents of the ordinance until it went into effect. Two other ordinances relating to the care of old tenements and the installation of proper sanitary toilet fixtures have aroused the usual bitter antagonism on the part of the real estate agents and owners. The cry of confiscation and retroactive legislation has been raised. The Real Estate Exchange, as an organization, has taken the lead in the opposition; the small tenement owner has been aroused to a pitch of anger amounting almost to frenzy; and only the most determined effort on the part of public spirited citizens will be able to secure the passage of these essential health measures. They may fail of passage at this session, but the friends of better housing and the general interest in improved living conditions will force the

issue until the laws are finally passed and enforced.

Opposition of a similar nature from those financially interested has arisen against the rigid enforcement of the smoke abatement ordinance, the billboard ordinance, the laws for the sanitary collection, removal and disposal of municipal waste, and the elimination of unnecessary obstructions to traffic such as wires, poles and street signs. But this opposition is always to be expected. In fact, it furnishes an impetus to the forward movement and adds a flavor to the otherwise monotonous progress. The opposition is rapidly disappearing as the interest in civic improvements continues to de-

been the adoption of a concurrent resolution by the Municipal Assembly requesting the Mayor to appoint a committee consisting of fifteen officials and citizens to report on the advisability of creating a City Plan Commission to make a "careful and detailed study of present conditions and develop a well defined plan for the future growth of the city." The personnel of the committee, as appointed recently by the Mayor, insures the proper consideration of the question and the preparation of an able report which will have the support of the entire city.

The Civic League's City Plan Report of 1907, which was only a suggestion, has



WESTMINSTER BOULEVARD, ST. LOUIS

Showing proper width of roadway and wide parking area on either side

velop, and it will be only a short time until these interests will have little support from public opinion.

A City Plan Commission

The forward movement in St. Louis was greatly accelerated in 1909 by the celebration during the first week in October of the one hundredth anniversary of the founding of St. Louis as a town. A fund of \$60,000 was raised; the mayors of 300 cities were here, an elaborate program of municipal conferences, historical, educational and municipal parades, band concerts, receptions, aviation events, and banquets was carried out, and the city was packed with visitors.

One direct result of the celebration has

aroused an interest in this problem, and the work of this new official commission will, no doubt, result in a plan of development which will receive official sanction and determine definitely, at least, some general principle controlling the future growth of the city.

The municipal outlook in St. Louis is encouraging. With a new charter, a well defined city plan, several aggressive and effective voluntary associations constantly busy, and a keen public interest in municipal affairs, there is no reason why this city should not within the next decade overcome much of its past neglect, and take advantage of its admirable location to become one of the attractive inland cities of this country.

Billboard Advertising in St. Louis*

Unregulated billboard advertising has become one of the most serious obstacles in the way of the movement to make St. Louis a more attractive city. City officials, the Civic League and a score of ward improvement associations have been working diligently for a number of years to improve the appearance of our surroundings. Our streets are rapidly becoming well paved, trees are being planted on residential streets, private residences as well as public buildings are gradually becoming more artistic, and the sentiment for a more beautiful city is permeating every section of the city. But all of this desire for improvement and this wide-spread sentiment for more attractive surroundings is on every hand forced to contend with the unsightliness and rude aggressiveness of walls of lurid advertisements which line our important thoroughfares. Until some effective method of regulation or elimination is found the fight for a cleaner and more attractive city will be seriously handicapped by these glaring and oftentimes grotesque forms of civic ugliness.

Efforts to Regulate

Four years ago when the present building code was being framed a section was submitted by the Civic League providing for the regulation of signs and billboards. The League's Committee, well acquainted with the experience of other cities where billboard ordinances had been held unconstitutional on the ground that they were unreasonable, carefully framed the sections in order that each provision would, in its opinion, come within the bounds of a reasonable exercise of the police power. After a number of public hearings with the Council Committee, the proposed sections, with a few unimportant amendments were adopted as a part of the building code and became a law.

It provided, in substance, that no billboard should be over fourteen feet in height and one billboard should not be placed above another, in order that they might not expose too much wind surface and be easily blown over. Billboards were forbidden nearer than fifteen feet to any street

or highway lest, if blown over, they should fall on pedestrians. A space of four feet in the clear was required underneath so that they might no longer serve as a screen for foot pads and marauders. They were prohibited from approaching nearer than six feet to any building and were forbidden to be continuous for more than fifty feet in their length, lest they should hinder the work of the fire department and aid in the spread of fire. A permit from the Building Commissioner and the payment of a fee of \$1.00 for each permit was required before a billboard could be erected.

Injunction Against the City

The Building Commissioner not only approved these provisions but sought diligently to enforce them. The billboard companies for two years recognized the reasonableness of the regulations and offered little opposition to their enforcement. In 1907 one of the companies which had secured the consent of the owners to enclose with billboards the Round Top Market site, a narrow wedge-shaped piece of ground on North Broadway, sought a permit from the building department. The permit was refused because the market site could not be enclosed without violating the provisions of the ordinance requiring that billboards should be placed fifteen feet back from the street line. The company proceeded to build the structure without a permit and when the city interfered and attempted to enforce the law the company promptly enjoined the city, the Mayor, the Building Commissioner and the Chief of Police from any interference with them in the peaceful and lawful conduct of their business. A temporary injunction was issued by Circuit Judge Walter B. Douglas and the cause being heard before him as to why the temporary injunction should not be made permanent he held that the ordinance in its every clause and provision was unconstitutional in that it was not "a proper exercise of the Charter or general police power of the City of St. Louis." In his decree he gave no reasons for his decision. The city promptly appealed the case and a final judgment from the Supreme Court of Missouri is awaited.

The billboard companies, however, with-

*Synopsis of the Report of the Signs and Billboards Committee of the Civic League of St. Louis.

out awaiting the final decision of the courts and in defiance of a growing public sentiment began at once the erection of enormous "double deckers" in all sections of the city. The Building Commissioner and the Police Department, in the face of the injunction, are powerless to enforce any regulations and the passage of a new ordinance would only tend to weaken the case of the city in the pending injunction proceedings before the Supreme Court. Whether the final judgment will reverse the trials court or not remains to be seen, but at the present time there are no restrictions on the erection of billboards in St. Louis.

gerous to health if they are permitted to be so constructed as to shut out the light and air from homes and offices, as was the case in New York where in some instances these unsightly structures covered the entire fronts of buildings occupied as homes by unfortunate tenement dwellers. But the police power of the city is ample to prevent such nuisances.

They are dangerous in case of fire if constructed wholly of wood and built flush against adjoining buildings, as was shown in the San Francisco disaster where they served as firebrands in spreading the conflagration. But the right of the city to ex-



FIRST GREETINGS TO VISITORS—BILLBOARDS NEAR UNION RAILWAY STATION, ST. LOUIS

The Financial Side

On February 1, 1909, there was a total of 1,374,537 square feet of billboard surface in St. Louis, erected at a cost of about \$140,000, and bringing an annual rental of at least \$450,000. This sum comes ultimately from the pockets of the consumer, who thus unwittingly assists in making his city ugly.

Reasons for Opposition to Billboards

Billboards are dangerous to life if they are not safely constructed and located. The right of a city, however, to regulate them by requiring them to be firmly attached and placed a proper distance back from the street line to insure safety has frequently been recognized by the courts.

They are a menace to health if the space back of them becomes the dumping ground for the filth of the community and they are likely to become so if the sanitary officers are not vigilant. They are especially dan-

gerous to health if they are permitted to be so constructed as to shut out the light and air from homes and offices, as was the case in New York where in some instances these unsightly structures covered the entire fronts of buildings occupied as homes by unfortunate tenement dwellers. But the police power of the city is ample to prevent such nuisances.

They are dangerous in case of fire if constructed wholly of wood and built flush against adjoining buildings, as was shown in the San Francisco disaster where they served as firebrands in spreading the conflagration. But the right of the city to extend its fire limits and protect itself against the dangers from fire can be applied to billboards as well as to other structures.

Billboards are damaging to the morals of the community when they are used for the display of obscene advertisements or of criminal and unwholesome scenes from sensational plays. The bill posting companies, however, under pressure from public sentiment and statutes have greatly restricted the strictly obscene posters. Yet the boards are still used for depicting the most sensational scenes in cheap dramas which undoubtedly has a deplorable effect on the moral tone of the boys and girls who see them.

But these are not the strongest indictment against billboards. The strongest objection and the one universally accepted indictment against billboards is the fact that they are unsightly and ugly. They are not only unsightly themselves but they mar the sightliness of every structure about them

—so much so that real estate values are affected by their presence. Beauty of environment is recognized today as an asset of permanent value and the surrounding property cannot be defaced without affecting materially the property itself and the entire neighborhood. It is because of this marring of the beauty and attractiveness of our cities that the opposition to billboards should be urged.

Attitude of the Courts

After giving the history of court decisions from the first billboard legislation in 1890 the report sums them up thus:

While the above decisions would indicate that the courts have declined to recognize any exercise of the police power, especially in regard to outdoor advertising, which is not directed toward the protection of public health, public morals and public safety; yet there are other decisions which show an evident growing tendency to recognize the fact that an offense to the eye is just as much of a nuisance as an offense to the ear or nose, and that the power of the state to place restrictions upon the use of private property for the purpose of promoting the beauty and attractiveness of streets, parks and buildings is as valid an exercise of authority as restrictions against offensive sounds and odors.

This is shown by decisions upholding the right to regulate the height of buildings around monuments and parks, and the exercise of the right of eminent domain in taking land for public parks, the value of which, as the Massachusetts Supreme Court pointed out, is largely esthetic.

The same mental process which brought the court to this liberal and proper view of the relation of parks to the public welfare will lead them in time to the proper recognition of the importance of esthetics in the life especially of a great city. Public opinion has long since accepted the fact that the suppression of an eyesore is as legitimate an exercise of the police power as the suppression of bad odors and sounds, and the courts will not have to make any radical departure from well established precedents in order to reach the same conclusion. Mr. Freund in his "Police Power" says:

"It is conceded that the police power is adequate to restrain offensive noises and odors. A similar protection to the eye, it is conceived, would not establish a new prin-

ciple but carry a recognized principle to further application."

Taxation of Billboards

Taxation has been frequently suggested as a proper and effective check upon billboard extension. Some have gone so far as to declare that "billboards should be taxed out of existence." This method of extermination is no more feasible in law than the exercise of the police power. Billboards can, without doubt, be taxed just as all property is taxed but the taxation must be reasonable and not confiscatory. It is extremely doubtful whether the courts would recognize as valid any legislation which under the guise of raising revenue really is meant as an instrument of regulation or destruction.

In St. Louis the billboards are not taxed, although the income from them is in many cases larger than the rental value of buildings similarly situated. Of the \$450,000 income from them only \$30 is turned in to the city treasury as license fees. A tax of three cents a square foot, which would yield an annual revenue of \$40,000, is proposed.

Some Attempts to Regulate

One of the most significant steps in the effort to eliminate by law the billboard evil is the provision in the recent Kansas City Charter which gives the Council authority to prohibit by ordinance the construction or maintenance of billboards within any district of the city which it may prescribe and to provide for compensation to property owners who are damaged by the restriction unless their consent is first obtained. The damages and other costs are to be treated as a public improvement and assessed against the property in a benefit district. If the decision in Massachusetts (Attorney-General vs. Williams, 174 Mass. 476) is used as a precedent it would seem that the Kansas City provision would stand the test of constitutionality, especially when compensation is provided, in sections of the city where billboards have not already been erected.

In the District of Columbia according to an act of Congress no billboard can be erected and maintained until a permit has been secured from the Commissioners of the District and they can use their discretion in granting such permits. A few months ago they voted that no more permits should

be issued. The law further provides that "written authority shall only be granted in resident streets upon application made in writing and signed by a majority of the residents on the side of the square in which the display is to be made and also upon the side of the confronting square." These regulations rigidly enforced by officials in sympathy with the efforts to improve the appearance of the city will soon rid the National Capital of this nuisance.*

Billboards and Public Opinion

The most effective force for the abolition of the billboard is the force of public opin-

scene advertisements, all point to a significant growth of sentiment against billboards within the past few years. The sentiment is growing so strong that many reputable firms are abandoning this form of publicity for the reason that their patrons object to it. The large retail merchants of St. Louis have all agreed not to use the billboards, partly for this reason and partly because they also are believers in civic beauty. Only one banking firm in this city resorts to this method of exploiting business. Some of the others have declined because they consider billboards no longer a dignified means of promoting business. A few real estate



CABANNE BRANCH LIBRARY, ST. LOUIS, HIDDEN BY BILLBOARDS

ion. This fact one of the billboard publications admitted in a recent editorial, when it said:

"Since the truth is self-evident that the face of the country is the property of its people, it follows that the people have the billboard matter in their own hands. When the masses raise their voices against this form of advertising it will soon be dropped because it will then be no longer profitable."

This is unquestionably what is taking place today in St. Louis as well as in every section of the country. The long list of laws and ordinances in various states and cities, the aggressive campaigns of commercial clubs, improvement associations and women's societies, and the efforts of the bill companies themselves to prohibit ob-

agents have positively refused to permit the use of vacant lots under their charge for the erection of billboards; and many property owners regularly decline generous offers for the use of corner lots.

It is to a vigorous campaign of public opinion that we must look for the practical elimination of the billboard abuse. Legislation can regulate them, taxation can check them, but public sentiment alone can eliminate them. They are maintained only because they are profitable. As soon as they become generally unpopular they will become unprofitable. When they become unprofitable they will disappear.

Outdoor Advertising Abroad

Outdoor advertising in most German cities is closely supervised and severely restricted. Billboards such as line the streets

*The Cincinnati ordinances are given also, as described at length on pp. 11-13 of our January issue.—EDITOR.

of American cities are absolutely prohibited. In place of these, neat advertising kiosks are used especially in such cities as Berlin, Dresden and Munich. Many of these kiosks are well designed and the advertisements which appear on them often have considerable artistic merit.

In Berlin these kiosks are 12 feet high and three feet in diameter and are located at prominent street intersections. They are used chiefly for theater, newspaper and official advertisements. The city grants a ten years franchise to a private company to erect and maintain these columns. In return for the privilege the company pays to the city \$95,200 annually. The design and location of every kiosk is subject to the approval of the police authorities and these



A DRESDEN ADVERTISING KIOSK

columns at once become the property of the city. The interior of the columns are used by the city for storing street cleaning utensils and other municipal material. The contractors have the exclusive right to the use of these kiosks for advertising purposes but the rates of charge and the character of the advertising is closely regulated.

Dresden has given special attention to the appearance of these advertising columns as is indicated in the illustration of the Dresden kiosk. Nowhere in Germany is the traveler confronted by the American system of unregulated billboards. The absence of these in German cities is an important element in their attractiveness.

In France and in the larger South American cities there is strict regulation and taxation of billboards, and the kiosks are used more or less extensively in their stead. In England there was very little restriction until the passage in 1907 of the Advertisement Regulation Act, the second clause of which reads:

"For regulating, restricting, or preventing the exhibition of advertisements in such places and in such manner, or by such means, as to affect injuriously the amenities of a public park or pleasure promenade or to disfigure the natural beauty of a landscape."

This is a distinct step in advance of American legislation and judicial opinion in that the esthetic principle is clearly recognized and made legal. In fact our country is practically the only one where the billboard is universally permitted to be a blight upon the landscape and a constant barrier to the attainment of the city beautiful.

Plan of Campaign

While a definite and complete campaign cannot be outlined until the decision of the Supreme Court is rendered this Committee proposes, with the approval of the Executive Board of the Civic League, to begin an active campaign in the following directions:

1. To furnish our members and others requesting it, a full list of advertisers on billboards in St. Louis, and urge them to write to these advertisers asking them to refrain from such advertising.
2. To urge property owners and agents to refuse the use of their property for such publicity.
3. To solicit the support of local improvement associations, social clubs and church clubs in a movement to check billboard advertising.
4. To coöperate with the Building Commissioner in ascertaining what billboards have been erected in violation of the ordinance.
5. To frame and seek to secure the passage and enforcement of ordinances and statutes taxing and further regulating billboards.

Give the Children a Chance to Play

By Mont. H. Wright

Director Playground Association of Philadelphia

Walk through the slums of any of our large cities, and see the number of white-faced, delicate-looking children playing in the gutters.

To those of you with children who have the opportunity of a better place to play this story is to emphasize the necessity of more and better-equipped playgrounds, principally in our large cities. This idea has been introduced to some extent, but, compared to the need, it is only a sample. In passing through Central Park in New York

are many. Their establishment decreases juvenile crime, promotes the health of children, gives them occupation when the schools are closed, keeps them off the streets and under the supervision of caretakers, and relieves overburdened mothers of the care of their little ones.

Chicago, New York, Boston, Cleveland and Washington all have model playgrounds, kept up by the municipality. Chicago, during the last ten years, spent \$11,000,000 to purchase sites and equipments, and now



COURTESY OF A. G. SPALDING & BROS.

GIRLS' OUTDOOR GYMNASIUM, ARSENAL PARK, PITTSBURGH

City you will notice well-kept lawns on which children are not permitted to play. I contend that if it is not practical for children to play on grass and yet keep it looking well, make your playgrounds of gravel, and let them kick it up. We are all interested in promoting, in every possible way, those agencies which will give the best facilities to secure health, comfort, happiness and prosperity. One of these obligations includes the proper care of the children. Next to the preservation of life and property, no more binding duty devolves upon us than that of caring for the children.

The reasons for the need of playgrounds

maintains its recreation centers at an annual expense of \$400,000.

Boston was the pioneer in the playground movement and has an adequate and efficient system. New York City has made giant strides, expending, it is said, during the past ten years \$16,000,000 upon its playgrounds.

Just now the good people of Philadelphia are agitating for more and better equipped playgrounds for children. Philadelphia has been behind other of our large cities in this matter, but is now face to face with the problem and must meet it—and may they do it well! They can now point to one model playground, the "Star Garden." The

"Smith Memorial Children's Playhouse," in Fairmount Park, provides opportunity for play for the children, but is not a model playground. But the need is for more "Star Gardens" scattered throughout the city in the more thickly built up sections. The Playgrounds Association of Philadelphia, composed of a number of great and good men and women, are largely responsible for the general interest in this matter, and they have contributed much of money and time in working out this idea; and they are still at work.

This work is the most important from a humanitarian point of view. It means

offenders, when he speaks it is well to listen:

"Trespass, larceny and malicious mischief are inferences of the courtroom of which the boy has no conception whatever when railroad cars first challenge his curiosity, or a carefully-watched fruitstand challenges his wit and fleetness of foot, or when a window-pane first offers an invitation to his surplus energy. The boy in congested districts has no place for wholesome play. He has nothing but the streets as a playground and nothing in the streets provided for his play.

"Give the boy a chance at his games; provide him with an opportunity to perform difficult feats on the horizontal bars and flying rings."



COURTESY OF A. G. SPALDING & BROS.

BOX CHAIR SWINGS, WESTSIDE PARK, JERSEY CITY

health and happiness for the children. A decent playground is as necessary as a decent school. A playground built today saves the building of a block of jails and hospitals tomorrow.

The playgrounds should be in charge of a special department of the municipal government appointed for that purpose; teachers must be in charge to instruct the children in the art of playing, supervise their games, and insure them protection.

William H. Staake, of the Common Pleas Court of Philadelphia, is a great friend of the children, and he has been very emphatic about the need of more playgrounds. Coming, as he does, in touch with the juvenile

In these few words he seems to express the idea best.

Play is the natural expression of a child. It is primarily the child's birthright, the inheritance it should never have lost. The death knell has sounded for the country when the children have forgotten how to play.

Go through the lower districts and the tenements of any of our great cities, and you are impressed with the absence of laughter among the children. Teach the children how to laugh. There is a woman, Elizabeth Burchenial, of New York City, whose whole life is spent in teaching children to play and laugh, and she succeeds.

There has recently been an interesting woman in this country, Miss Lottie H. Kogge, a noted writer and lecturer on sociology, delegated by the German government to study juvenile conditions in this country. Miss Kogge comes of an old family in Berlin, and is the daughter of an officer in the German army. Her works bearing on social conditions in Russia, Switzerland and Southern Europe have gained her recognition. "In America," declared Miss Kogge, "especially in Pennsylvania, the method of dealing with the young violators of the

Miss Kogge thinks Philadelphia is far behind Chicago, Denver, and other Western cities:

"The probation officers here are overworked, and do not have time to make the study of the individual cases necessary. What is needed is to put the probation officers under the direct jurisdiction of the Juvenile Court. Have them paid by the city or county, instead of depending for their salaries upon societies interested in this branch of the work."

Here is an idea. It has been tried in one of our large cities since last May and works



CHILDREN'S GARDENS—MULLANPHY PLAYGROUND, ST. LOUIS

statutes is wrong. In my country if a boy or girl does anything wrong we would not think of sending them to court. In this country if a boy doesn't attend school and through idleness gets into bad habits, he is, in the course of time, taken before the court. If he is a persistent offender, he is sent to the House of Refuge, or some similar institution. In nine cases out of ten the fault is with the parent, not with the child, and the former should be made responsible for the trouble. If a boy breaks a window, he is promptly arrested and haled into court. Such a thing could not happen in Germany. In that country, the parents would have to pay the cost of repairing the damage, and the question of punishment is left entirely in their hands."

out well. The Social Center Society has done much to better the conditions of the boys living in the tenement-house districts. The Society organizes the "street gangs" into clubs, meeting once every week in the neighborhood in which the "gang" resides. The club is governed entirely by the boys themselves. They are modeled after Mrs. Humphrey Ward's clubs in London, and aim to prevent the boys from being brought before the Juvenile Court. The plan of the Social Center Society is not to let the members in their care think that it is trying to keep them out of mischief. The Society aims to teach nothing, but to have self-government entirely. They have no paid workers, but members of the society, more than 100, organize and look after the clubs.

The Conning-Tower

Arthur H. Grant, Editor

Petitioning to be Hanged

THE AMERICAN CITY has two functions: to arouse civic enthusiasm and to supply civic information. Enthusiasm without knowledge is as dangerous as knowledge without enthusiasm is powerless. It is only when the two are combined that they are productive of worthy civic results. A correspondent wanted us to pat his city on the back because it had voted to issue bonds to a large amount for public improvements. That showed civic enthusiasm certainly, but of a sort of which there has been no lack. It is said that a man in a western town wrote out a petition, in involved language, to the effect that a dozen of the "leading citizens" be hanged. Presented to them as a petition for city improvement, as it may have been, it was promptly signed by the twelve men named therein! Bonds are often voted with as little care, and with no assurance that the money will be well or wisely spent. A New Jersey city with brilliant prospects sacrificed them and lay dormant for thirty years because its citizens went crazy over the early untreated wood-block pavements, and bonded themselves into civic bankruptcy. They are still paying their creditors, although the pavements rotted so long ago that few of the present taxpayers can remember what they looked like. If a democracy is to be well governed its citizens must have civic knowledge. Our cities are nominally democracies, but most of us are not boasting of our knowledge of city affairs. It is not necessary for the ordinary citizen to know the details of the process of treating wood blocks, nor the best methods of laying them; but it will be money in his pocket and satisfaction in his heart if he does know the relative wearing qualities of different pavements, and their suitability for different sorts of traffic and grades. He can then intelligently vote for or against the proposed bonds, or advise with his representatives in the city government. To promote such knowledge we are arranging for articles on paving, lighting, water purification, etc. These articles will

be written by men who stand high in their respective professions, but will not be technical. In this issue appears the first of a series of five articles on waste disposal, which should be read and remembered by every citizen who has the health (and wealth) of his city at heart.



A Wolf in Sheep's Clothing

An underhanded and disingenuous attack upon THE AMERICAN CITY is being made by a manufacturer of dollar watches who signs his letters "Member of American Civic Association" and "Member of Executive Committee National Municipal League." The animus of his attack, though carefully concealed by him, is at once apparent when it is remembered that he is one of the most persistent billboard advertisers, and that THE AMERICAN CITY has consistently opposed this form of city disfigurement. The magazine itself is the best answer to such attacks upon it, and our direct answer to this attack is the article on the billboard campaign in St. Louis. But we shall need the cordial support of all lovers of the city beautiful in the fight we shall continue to maintain against this "leprosy of the cities," as billboard advertising has made its users rich, and this one at least has shown that no considerations of decency, even to the abuse of the names of civic organizations, will be allowed to stand in the way of his defense of his "special privilege" as a disfigurer of cities and country landscape.



The Cities' Roll of Honor

The roll of honor, of cities that have the largest number of subscribers for THE AMERICAN CITY, shows some interesting changes this month. Cincinnati and Baltimore drop out, while Grand Rapids not only gets into the list, but goes at one bound to tenth place. Chicago goes up from seventh to sixth place; and St. Louis and Los Angeles, which a month ago were tied for fifteenth place, now hold the ninth and thirteenth places respectively.

The Disposal of the City's Waste

By William F. Morse

Consulting Sanitary Engineer

PART I

The Classification of Municipal Waste

In the up-building of the City Beautiful it should be made the City Healthful. But not all the wide park spaces or fine structures provided for the recreation of the people will avail to create perfect hygienic conditions, for the sanitation of the city must be begun with its foundations and continued with its growth, and that means more than the superficial comfort of its dwellers or the appearance of the city.

Every living organization discards effete matter, and it is a law of nature that this rejected substance, if it continues long in contact with life, creates deleterious conditions. If these conditions be not changed, or removed, then but one result can be looked for. The personal cleanliness of the individual is perhaps, in the broadest sense, the concern of that individual only; but individual control is automatically surrendered to the rule of the authorities for the benefit of all in communities, and in the larger relations of town life. From the individual head of the family radiates the happiness and good health of those dependent upon him; and, if this particular unit of any population be ignorant of, or indifferent to sanitation, he himself, his environment, and finally the community in which he dwells will be threatened by disease and epidemic.

Hygiene is defined as the science of health. Sanitation is the means for preserving healthful conditions in the individual and in the community.

Putting aside other great questions of civic life it is our purpose in the present series of articles to consider sanitation as concerned directly with the collection, removal and disposal of waste; that is, the exhausted substance rejected by the people.

The problem contained in this phase of sanitation is the handling and treatment of waste in such way as shall give the greatest protection to the public health with the most efficiency and the least expenditure of money.

Let us first determine the character of the rejected substance. The American Public Health Association has made a systematic separation of municipal wastes, classified under two general heads:

(A) *Organic matters*, that by putrefaction become dangerous to health and offensive to the senses;

(B) *Inorganic substances* that are not subject to decay, but which by accumulation become annoying and objectionable.

Organic Waste

Organic matters in municipal waste are: first, rejected animal and vegetable matter from the household; second, excretal matters; third, sewage, or water-borne excreta; fourth, street-sweepings. The last two items of this classification are dealt with by special methods of disposal, and ordinarily are not included in municipal waste disposal work. However, in towns lacking sewage systems excreta must be periodically removed from households. This is now done by the use of apparatus providing against infection and nuisance. The final disposition of this kind of waste unfortunately is too frequently left to men who are ignorant of the rudiments of sanitation, and moreover utterly indifferent to it. Without restraint of superiors they endanger the health of the community by allowing the food or water supply to become contaminated. Epidemics of typhoid in four American cities were caused in this way. In towns lacking sewerage systems the work of disposal should be performed by trained, responsible men working under the strict supervision of the health officials.

The Composition and Quantities of Garbage

The food waste, commonly called garbage, rejected from households, shops and markets, is the principal waste with which the town has to deal.

In quantity garbage is about one-eighth of the whole volume of waste, but the

quantity varies according to local conditions.

Statistics gathered in New York City show that 181 pounds a year for each person are removed; or, one-half pound daily for each inhabitant. In some other cities the quantities are greater, the general average being nearly two-thirds pound per capita per diem.

Garbage contains water held in suspension, and in the composition of vegetables to the amount of 70 per cent of its weight; approximately 1400 pounds of water for each ton of garbage, and it is this water which makes garbage difficult to treat. As

be called private property. By this is meant the waste from abattoirs and markets, and animal carcasses, also from places where rejected food-waste is converted into commercial products. A town has power to condemn unfit food, but as a rule there is no regulation for the disposal of this class of waste unless there is due evidence that it is a menace to public health.

Street Sweepings

Under the head of organic substance should properly be included street-sweepings, because of the large proportion of putrescible matters contained in their com-



PICK-UP STREET SWEEPER, NEW YORK, INVENTED BY A POLICEMAN

the moisture has no value in itself in the final disposition of the waste it must be evaporated or extracted by mechanical means before the disposal of the remaining solids can be effected. This component part of garbage carries the largest proportion of putrefactive elements, and it quickly becomes offensive and a menace to health.

The solids of garbage which remain after the removal of the water contain from 3 to 4 per cent of grease. This grease can be extracted by mechanical means and sold as a commercial product. The residuum, or "tankage," also has value as a basis for the manufacture of fertilizer.

Only in a limited way do the towns control the disposal of organic matter that may

position. Street dirt from paved streets contains the excreta of animals, refuse ejected from buildings and spilled from passing vehicles, and the mud and dust from the wear of pavements and other sources. About one-half of the total volume is animal excrement; the remainder paper rubbish, and other discarded matters. When this conglomerate mass, having been wet by rain or sprinkling machines, dries and is taken up by the wind, or disturbed by traffic, it constitutes a serious menace to health, as well as a nuisance to property. An eminent English authority on this subject says:

"There is little doubt that the diarrhoea of towns is due to air-borne poison in the

form of dust, for we know that exposed food-stuffs generally afford a nidus for the ubiquitous bacilli of the colon group and others."

A German specialist declares that he has proved the conveyance by dry dust of diseases which he arranges in groups, as follows: (a) typhoid, plague, cholera, influenza; (b) erysipelas, pneumonia, diphtheria; (c) cerebro-spinal meningitis; (d) anthrax.

While it may not be possible to trace the connection from the street dust to the inception of the disease there are well-established grounds for believing that the dust carried by the wind is largely responsible

about 93 pounds of articles and substances that have become worthless.

The largest volume of this rubbish is paper, and paper products, that may be recovered for manufacture. In 1906, there were 197,000 tons of rubbish collected by New York City, and this was probably only one-half of the entire quantity produced, as private agencies largely control the collection and sale of this class of refuse. Paper in its various forms is always salable, as are also rags, iron, rubber, glass, tin, and in fact every form of refuse has some intrinsic value that can be turned to account. New York sells part of its refuse to a con-



NEW TYPE OF GARBAGE COLLECTION WAGON, BOSTON, INVENTED BY THE CHIEF ENGINEER OF THE DEPARTMENT OF STREETS

for catarrhal epidemics prevailing in seasons of drought, high winds and dirty streets.

Inorganic Substances

The inorganic substances include the vast volume of things discarded from the house or thrown away by shopkeepers. Almost every article used in family life eventually finds its way to the refuse collector, a very considerable part to be turned to new uses, or else transformed into something else of value.

In general these rejected articles are called rubbish, and the whole is about one-fifth of the entire waste collection, the proportions, however, varying with conditions, as in the case of garbage. In New York each persons annually uses and rejects

tractor who pays about \$1,500 a week for the privilege of sorting out the marketable portions. Buffalo gathers, sorts and sells its paper waste, realizing a profit on the work of disposal, and saving expense in the collection. Boston pay about 49 cents per ton for the collection and disposal of its paper waste to a company doing the work. This company also receives the full value of the recovered portions. The same conditions apply in Philadelphia, which pays a contractor to collect the rubbish, and permits him to retain it for his own profit. This is also the case in Washington.

Since the annual production of refuse of this character is practically one-fifth of the whole volume of city waste, and since about three-fourths of the quantity collected is marketable it would appear to be only rea-

sonable economy for the towns to be their own agencies for the performance of this work, keeping for their own benefit the revenue that now goes to the contractor. At present only in two cities is this form of waste paying anything to the community.

Municipal ashes taken from households is the largest item of waste to be dealt with. These are 65 to 70 per cent of the whole collection, depending upon local conditions of climate and temperature, the character of the population, and the possible use of natural gas by the citizens as household fuel.

As collected, ashes contain 60 per cent of fine ash, 20 to 30 per cent of unburned coal,

square yards in area), it would rise to a height of 1112 feet, or twice as high as the Singer Building tower.

The total quantity of ashes, garbage and rubbish discarded by each person in this city in one year is 1,210 pounds. This does not include the street dirt, which is 266 pounds more for each person. Taking, therefore, the whole waste together, each person produces, so to speak, about three and one-half pounds daily. The figures quoted apply to New York City, and are probably higher than they are in other cities. The average daily quantities in cities outside of New York may be estimated at approximately 3 pounds per capita.



CAR LOADED WITH ASH CANS FROM RAILWAY LOADING STATION, BROOKLYN

and 10 per cent of coarse ash and clinker.

The amount of good fuel thrown away by the American people is almost beyond belief. There are from 300 to 500 pounds of whole and partly burned coal, which has a calorific value of three-fourths that of new coal, contained in each ton of ashes. The City of New York annually buries at Riker's Island 300,000 tons of fuel beyond recovery. If stated in money, at one-half the present cost of coal this constitutes a loss of \$450,000. Other cities are in the same position. All may be said to be equally indifferent to the fact, and all equally content to permit this wastage.

The quantities of waste in a large city are not well understood, since but few can comprehend the enormous volume of waste matters when that volume is expressed in figures. For instance, the wastes of Greater New York for one year were 3,250,000 tons. If this were shown in visible form, piled in Bryant Park (which is 22,548



RUBBISH COLLECTION CART, NEW YORK

This, then, is what an urban population has to deal with,—an average of 3 pounds per day, or 1000 pounds per year for each inhabitant. No statement can be made that will apply equally well to all communities, as each place has certain local conditions peculiar to itself, but speaking generally this is the quantity and character of the average municipal waste of American cities and towns.

It is absolutely necessary to remove this waste, and it is equally essential that it shall be done frequently, without nuisance, and with as little noise and offense as possible. If we except food and water supplies there is, perhaps, no other department of city service that is more directly in touch with the daily life of the people. Certainly there is none wherein neglect, delay, or interruption of the work causes greater annoyance, or calls forth more vigorous protest from the people.

(To be continued)

Municipal Housekeepers

By Mrs. Edwin F. Moulton

Chairman Committee on Civics, General Federation of Women's Clubs

At the present time much attention is being given to studying city government. Mistakes of the past have cleared the way for us to ponder wisely and well what phases of municipal government to eliminate, what to introduce and what to improve.

Like Pestalozzi of old, men are learning the lesson that the city has a striking resemblance to the family, and that to be the "people's father" is to fulfill a noble trust.

"Is she a good housekeeper?" This query has tested the standard of woman for ages. Now comes the new view point. A man desires to become a City Father. The question at once arises: will he prove a good housekeeper for the city? Here is something for future candidates to think about. A first-class housekeeper must be provident in those things that promote the health, comfort and welfare of her family. Every city, no matter as to size, should do as much. The day is at hand when these things will be demanded of our city keepers. They must be provident in all necessary essentials for the health, comfort and happiness of all the people.

With the family as the unit the perfect form of government is maintained when, and only when, each member is qualified and willing to perform his or her part. This fact of family coöperation we take seriously, because family life represents the tower of strength, the bulwarks, so to speak,

of our social and ethical standard. Should we claim less for our cities?

The head of a household would not employ a coachman, nor his wife engage the services of a cook, without assurance of certain qualifications. Yet oft-times, in our city housekeeping, you vote into office men for whom neither qualification nor recommendations were required.

Not long ago some women in a small city felt that their city ordinances were being neglected rather than fulfilled. They found in the city archives the ordinances they desired, and said to a new appointee, *this* law says so and so—just what we desired. Whereupon the new appointee replied: "Madam, these laws mane what they mane and not what they say." This appointee had clearly received his "job" for political services, and not from the recommendations of the people. What were his qualifications for service to the city?

Is it not an opportune time, when city charters are claiming the attention of civic reformers, to awaken to the realization of what should be demanded of our city officials prior to their endorsement for office? Why, pray, should not city keepers be subjected to ability and qualification tests the same as others who accept offices of trust? In truth, the city family is of the same importance as the home family, save that the former affects and assumes the happiness of *all* the people.

To secure better city government is one of



MRS. EDWIN F. MOULTON

the needs of the times, but to select men equal to the task and true to their trust is quite as important. It matters not how well constructed the city charter may be unless the city keepers are ready to promote the interests of the city family, to seek honestly the public welfare, to forget self in their zeal to maintain the requirements of the city charter.

While civic reformers are improving city

charters let them urge the people to safeguard our cities further by placing men in office whom the people know to be qualified to keep the city, and in truth be the "People's Fathers."

We can already see a ray of light in the east, indicating a tendency on the part of the voters to select men of a higher type of citizenship to assume these responsible positions.

The Women's Park Club of Walla Walla

By Miss Grace Isaacs

President of the Club

Two years ago Walla Walla, Wash., owned forty acres of practically unimproved park land, and had no funds with which to improve it. The Park Commissioner inaugurated a plan for raising funds by the sale of buttons bearing a design of the proposed park in miniature, and enlisted the help of the women in disposing of them. Thus began the "Park Club" whose constitution states its object to be "to aid the Park Commissioners in securing funds for park purposes to equip parks, secure other park lands, and to pursue any civic work leading toward the building of the 'City Admirable.'" Any Walla Walla woman is eligible to membership; there are no dues, the only requirement being willingness to work for civic betterment.

The campaign was begun by sending a petition fourteen feet in length containing the names of women taxpayers, asking the City Council to lay water mains through the park grounds at an expense of \$4,000.

A series of entertainments next secured money for trees and shrubbery and the tons of grass seed required for lawns. A lake was made and equipped with boats. A bandstand was built, and the first playground apparatus was installed in the children's corner of the park, ten acres having been set apart for their exclusive use. A field house is now being built and the park club will pay the salary of the playground instructor.

Now that this park has been started we shall leave it to grow up, and turn our at-

tention to the acquisition of other tracts. The hope is to secure small park tracts of ten or twelve acres that may be breath-taking places for each neighborhood, with the playground ideals ever uppermost. Various forms of entertainment have been tried to raise money, more or less successfully. "Tag Day" it is proposed to make an annual affair. Two hundred women, simultaneously offering colored pasteboard tags (of various sizes and values) on the street corners, collected \$1,000 in one day. The fair netted several times this sum; as it was the result of a month's hard work on the part of a hundred people we do consider it really so successful as tag day. The club has also instituted an annual park ball, given in November of each year, which increases the available funds.

The city has provided for actual park maintenance, but working under a village charter, and so unable to issue bonds for park purposes, there seemed no other way to obtain the money for improvement. When the proposed commission form of city government is established in the future it is hoped that funds will be available for park extensions.

The Park Club has been able to save some of the fine old trees in the streets, and now endeavoring to get into the charge of the Park Commission future street planting and pruning of trees in parks so that they may be done according to the habit of the tree and not according to the ways of the "tree butcher."

Tree Surgery

For Street and Park Trees in Cities

By Leonard Graham Vair

The Royal Scottish Forestry Society has for its slogan

"Ye may be aye stickin in a tree
It will be growin while ye're sleepin."

How inspiring the flight of fancy which, as the young sapling is set in place and the soil filled in, carries us a century beyond to see some future nature lover beneath the spreading sweep of that same sapling, now mature and grandly beautiful, who looks

The name of John Davey is indissolubly bound to the mention of tree surgery, his service to the individual tree, the tree of the field, of lawn, of street or of park, which we prize and love, being of the same high order as is the great service of Pinchot to the forests, or of Burbank to the betterment and enrichment of the plant world. Like all true reformers he has worked for the cause, and not for personal glory.



A "FLY-BY-NIGHT" FIRM'S BEST EFFORT IN
"SAVING" TREES

The tree is injured, the owner robbed, and the cause given a bad name



REAL TREE SURGERY

The light-colored, smooth "roll" is a four years growth over the cement

up in silent admiration of the tree's giant might, and gives thanks for its beneficence.

But when we stop to think of the gamut of fungi and scale, of droughts and storms, of tree-quacks and tree-butchers, of pseudo-tree surgeons and false-prophet tree-experts, that young promise of future tree greatness has to run, one almost despairs of the fulfillment of the dream.

The economic entomologists have shown us how to control and stamp out injurious insects and scale-pests; the plant pathologists, though perhaps to a less degree, have classified the diseases that trees are heir to; and later John Davey evolved and gave us methods of saving the "monarchs," which the advance of decay would quickly strike down to their death.

Until about thirty years ago practically no attention had been paid to the possibility of curing wounded trees. Whenever the bark of a tree is broken through, so that water can penetrate to the inner wood, the destructive action of both moisture and the fungi causes decay, which may spread from a comparatively small opening until it literally eats the heart out of the tree. The tree always tries to save itself by growing new bark over the denuded place, and if the injury is a small one, or so shaped that no lodging place is given for water, this overgrowth may possibly be accomplished before decay sets in. If, however, decay has begun it will continue, though more slowly, even after the outer wound has been completely healed. John Davey, a born lover

of trees and a student of them from his earliest years, noticed this effort at self-healing on the part of the trees, and it occurred to him that if proper assistance were given, the healing process might be successful in almost all cases, instead of the small percentage that was possible without such help.

Briefly, this assistance consists in cutting away the butts of limbs that have been broken off or sawn off a short distance from the trunk, thus preventing the death of the butt which would make impossible the overgrowth of bark. The raw surface must then be treated with some substance which will keep out all moisture and so prevent decay. If decay has already set in, every particle of decayed wood must be removed

a dentist to repair a decayed or broken tooth. Science and skill are just as essential in tree surgery as in dentistry or other animal surgery. That this fact is lost sight of is most unfortunate, and has resulted in the death of many noble trees which have been treated by men deficient in knowledge and skill, though often ignorant of that fact and earnestly desirous of accomplishing the best results for the trees under their care.

There is, however, another class of men in regard to whose work there is no expression too strong to use. These are the men who, banking on the fact that it is practically impossible for the uninitiated to distinguish, except by the results, between good surgery and bad, take advantage



A STRIKING EXAMPLE OF THE MISUSE OF
CEMENT FILLING

exactly as a dentist removes the decayed portion of a tooth before filling it. After the wound is thus thoroughly cleaned, the interior of the cavity is given a thorough coating with an insecticide and fungicide which also waterproofs, and, after the edges have been prepared with the absolutely vital "water sheds," it is filled up with cement, even with the inner bark. Other injuries, such as the gnawing off of bark by horses, are similarly treated. If this work is properly done all water and fungus spores are excluded from the cavity thereafter; the cambium will begin its healing process, gradually sending a "roll" of new growth which will eventually meet from both sides over the cement, and a scar alone will some day be left to show where the wound was.

This sounds very simple and easy, but it is no more simple and easy than it is for



TOO LATE FOR THE TREE SURGEON
Unsuspected weaknesses are always discovered
when a tree is treated

of this fact to impose upon an unsuspecting public work which they know to be utterly valueless. The result of such quackery, for this is the proper name for it, is frequently to hasten the death of the tree; for if the cement is unscientifically put in cracks are bound to appear, and the water which leaks through them has the best sort of a chance to get in its deadly work, while the decay is, of course, intensified, though concealed somewhat by the cement. From back of this make-shift filling a tree will discharge black mire-like decay as if from a running sore. Unfortunately in outward appearance this poor work at first looks just the same as good work.

The extent to which trees have been sacrificed through improper surgery is far more extensive than is usually supposed. The greatest sufferers from this unskillful



SIX MONTHS AFTER THE "CLEAN-UP"

A smooth talking chap speaking about tree surgery and his "experts" convinced the owner of this tree that his trees needed attention. They did; but they need it more than ever now

treatment are the trees on private estates; but even in cities where trees are under the care of tree wardens or foresters tree surgery is frequently either ignored entirely or done in so unscientific or incomplete a manner as to make it of little or no effect. As yet relatively few cities have such officials, and too often they are only partially trained in their work. As a rule they do most excellent work toward the control and extermination of scale and insect pests; and,



PREPARING A GIANT PATIENT FOR FILLING

Mechanical skill of the highest order required to fill such a cavity successfully

aside from the planting of new trees, this is generally their chief work. But this external treatment, important though it is, is in the case of wounded trees secondary to caring for their wounds. It does little good to spray trees which are dying from internal decay, yet such incomplete treatment is the rule rather than the exception. Even where there is a recognition of the



JOHN DAVEY, FATHER OF TREE SURGERY



SHOWING PROPER PRUNING AND THE WAY SUCH WOUNDS HEAL OVER

necessity for tree surgery those in charge of the trees sometimes limit their trimming out of dead wood to points which can be reached by ladders, or, what is much more common, have recourse to deadly climbing spurs which tear the bark and injure the tree. This limited treatment is good as far as it goes, but it does not go far enough, as decaying stubs and open cavities in the upper limbs are frequently far beyond the reach of men on ladders. Moreover, if the warden or forester tries to imitate the cement work of trained tree surgeons, the results will be as unfortunate as those already described, because the profession of tree surgery is so special a one that no one,



AN OUTWARD SIGN OF INTERNAL DISORDER

no matter how well he may be educated along related lines, can successfully copy its methods. Careful training under skilled instructors is absolutely necessary.

The science of tree surgery includes not only the operations that have been described, but involves scientific pruning, effective yet harmless bracing of weak-crooked trees, the elimination or control of scale or insect pests, the eradication of fungus diseases, the enrichment of impoverished soil, root treatment, etc. As several or all of these factors may enter into the salvation of a single tree, complete knowledge of the science is necessary.

Three of the illustrations given show the breaking down of cement fillings put in by incapable persons. It requires considerable engineering skill to build up a cement filling in a large cavity, as the wrenching sway of a heavy-topped tree tends inevitably to crack the rigid cement, unless proper precautions are taken to prevent it. A "natural crack" method is used to eliminate this difficulty, and without this highly ingenious device the application of the science would be very much restricted. The use of steel or iron bracing in the interior of such a cavity, to strengthen the tree and reinforce the cement, is often as essential as the "natural crack." Often they must be combined. To handle this class of work successfully is the acme of the art.

Tree surgery demands much of its followers—fearless climbing ability (a rare trait until it has been developed by long practice), a scientific education and most important of all, mechanical expertness and skill. In view of the comparative newness of the science of tree surgery it is not strange that many of the men who are in charge of park and street trees of cities are not thoroughly educated along these lines. Most of them are doing the best they know how, but that best is too often far below what the trees which constitute the beauty of a city are entitled to. A special school of tree surgery has been founded and is in successful operation. Under the supervision of the experts developed by previous actual experience and the exacting curriculum of this school increasing thousands of trees are being saved each year. As the standard of the tree treatment has reached its height through tree surgery, so has the wide spread application of it raised the standard of demand. It is a safe prophecy then that all cities of any importance will soon reflect this same spirit, increasing the efficiency of their present tree experts by giving them the rounding-out knowledge of tree surgery secured under special training, or, in the case of those which have no such official at present, by the employment of graduates of the school with experience ripened on private estates.

The Simplification of Politics*

By Hon. James W. Wadsworth, Jr.

Speaker of the New York State Assembly

I am sure that I do not offend any one present when I confess that my experience and associations in politics have given me what might be called an instinctive dread of reformers. Like many another citizen of this state, appreciating that the character of our government is not all that it should be, I have been groping as it were in the dark. During my search for the underlying cause of our difficulties I have become convinced that the blame does not rest upon any inability of the people generally to conduct their government, nor upon the much abused political organizations, nor upon any individual. Many an observer has reached this negative and entirely unsatisfactory conclusion. Now, however, I think my eyes are open and my wanderings brought to an end. The revelation occurred when, purely by accident this last Summer, I ran across a little pamphlet entitled "The Short Ballot," written by Mr. Childs. Hence my decision to ally myself with reformers—in this case intelligent reformers. I have no hesitation in subscribing without reservation to the general principles laid down in that little pamphlet and the principles uttered here tonight by the gentlemen who have addressed you.

Having, I may say, been in intimate contact with politics in their most practical form, and having given some study to the various schemes which from time to time

are put forward for the regeneration of all things political, and having seen some of them fail utterly upon trial, and others exploded before trial, I am convinced that this proposal as set forth in Mr. Childs' pamphlet, and in President Wilson's address here tonight, is 'the only proposal which is directed toward the underlying and genuine cause of that misgovernment from which we from time to time suffer.

It is not my purpose to argue in favor of a reduction in the number of elective officers, or of lengthening the terms of elective officers, because I believe we all agree generally on that proposition, and besides the ground has been covered in a most able manner in addresses already made this evening. I would, however, like to mention two or three matters in an entirely informal manner which might perhaps be of interest.

One of the gentlemen who has just spoken alluded to the charter of the City of New York. The

present Legislature has a joint committee working very hard in an endeavor to draft a perfected and simplified charter. I may say that the members of this committee freely confess that theirs is an enormous task, even though they have at their disposal the exhaustive data collected by the so-called Ivins Charter Revision Commission. It was my privilege but yesterday to have a talk with the chairman of the legislative joint committee, to listen to some of the ideas which he said were being discussed in his committee, and to learn from



HON. J. W. WADSWORTH, JR.

*An address delivered at the initial meeting of the Short Ballot Organization.

him some of the things which the committee would like to see accomplished. He told me, amongst other things, that it was the present intention of the committee, in the event of its being possible to draft a new charter for the City of New York and present it to the present Legislature, to abolish the office of coroner as an elective office—a move in the right direction; and I took it upon myself to urge, with what effect I do not know, that the president of the Board of Aldermen be also abolished as an elective officer. I have never understood the necessity for electing such an officer at large, and furthermore I believe that no legislative body, such as the Board of Aldermen, will be attractive to men of high standing unless we give that legislative body responsibility, unless we dignify it and make it worth while for men of ability and integrity to seek seats in it; and it strikes me that one of the very first things which should be conceded as a right to a legislative body such as the Board of Aldermen, is the election of its own presiding officer.

Improving the Country Schools

There is another matter about to be presented to the Legislature which may be of interest to you in this present discussion. This morning at my office in the Capitol at Albany I was called upon by a committee, consisting of representatives of the State Grange, the state-wide organization of school commissioners, and a responsible officer from the State Department of Education. They have a legislative proposal up their sleeves. For years in the rural districts of the state, which perhaps you are not so familiar with as I am, rural district schools have been losing ground, largely because there has not been an efficient system of supervision exercised over them. It is contended that one of the principal reasons for this regrettable state of affairs is that the school commissioners, who average about two to a county and whose duty it is to supervise the district schools, are elective officers; and that inevitably and despite the earnest efforts on the part of many a county political leader, political considerations have considerable weight in the nomination and election of these men. The proposal which I heard this morning is that the office of school commissioner shall be made an appointive office—appointed by what might be termed a board of education select-

ed in an appropriate number of country towns. This suggestion proceeds along the line now being urged by the short ballot organization, and I think that by reason of it we have cause for encouragement.

I take it that the greatest efforts of this organization should be extended towards educating the people to a proper consideration of the constitution of the State of New York, which is to be revised by a constitutional convention in the year 1916. Most of the things for which we stand as short ballot advocates will have to be accomplished in that constitutional convention; and what a vista is opened up when we understand the possibilities of that occasion! There and then will be afforded the opportunity to bring about not only the simplification of the ballot as such, not only the confining of political organizations to their legitimate field, but also, what is far more important, the simplification and hence the increased efficiency of our entire state government, including the probability of reducing the number of laws annually placed upon the statute books of the state.

Biennial Sessions of the Legislature

I have a self-imposed duty as Speaker of the Assembly, a duty which I have tried to perform for five years; and that is the reading of at least a digest of the contents of every bill introduced in both houses of the legislature. They average about 3,000 a year; thank Heaven only about 700 get through! If I were a real boss I would cut even that number in two. In my judgment the best way to stop the flood of legislation and to relieve the public from the inevitable annoyance and confusion of ideas which results from over-legislating is to reduce the number of legislative sessions—in a word, to hold biennial sessions of the legislature. New York is one of three or four states of the Union which still has annual sessions. Such great states as Pennsylvania, Illinois and Ohio seem to get along very handily with biennial sessions. It is my idea after sitting in the legislature for some time, and I may say in the thick of it, that we would have better legislation and better government if the legislature did not meet so often. It is only by amending the constitution that you can obtain biennial sessions, and in obtaining biennial sessions you must increase the term of the Assemblymen to two years; and when you double the length of

his term you accomplish not only the desired biennial session but you also simplify the election ballot by relieving the people of the burden of electing a Member of Assembly every year. You kill two birds with one stone. I will admit that this proposition calls for a somewhat ambitious programme; because in order to maintain the present relation between the Senate and Assembly, and the relation between the legislature and the executive in establishing biennial sessions of the legislature we must increase the terms of the State Senators to four years, and the term of the Governor of the State to four years. I sincerely believe that a great benefit would accrue could such a readjustment be brought about.

Needed Coördination of Departments

The doctrine of simplicity is the important thing in this discussion. We should not stop with the attempt to simplify our elections and reduce the number of elective officers; we should not propose merely the making of the offices of State Engineer, and State Treasurer, and Attorney-General and Secretary-of-State appointive; but our efforts should go beyond this and be directed toward the simplification and concentration of the various departments which administer the laws of the State of New York. We have been passing through a very curious phase of governmental development or evolution in this state in recent years; perhaps your attention has already been called to it. From time to time various projects have been brought to the attention of the legislature—nearly every one of them in itself worthy of serious consideration; and on many occasions in which the legislature has been asked to pass a bill under the provisions of which the government of the State of New York was to assume a new function or to enlarge its activities in an old field, that request has been accompanied with a demand that a commission be created to perform these additional duties. No thought apparently has been given to the proposition of concentrating and systematizing the work of our administrative departments; and the result has been that from year to year, actuated by entirely worthy motives, we have created commission after commission, board after board, and department after department with little or no coördination between them. If my memory is correct there are about forty state de-

partments, boards and commissions today; and the argument of President Wilson directed towards the efficiency of government is certainly applicable to the present condition of the government of the State of New York. If this idea of simplicity towards which we are directing our efforts is taken up seriously and carried to its logical conclusion it will result in a concentration of our government into fewer and hence more responsible departments. Today the citizen of the state cannot help but be confused when he attempts to find out just what particular department has jurisdiction over the matter which he has in mind and, what is more important, where the responsibility lies.

Bosses in a New Light

I have been delighted at one thing here tonight and that is that so far nobody has lambasted the bosses. Our complicated system of government, which has been so ably depicted by President Wilson, makes the existence and perpetuation of so-called political machines absolutely necessary. Permit me to add a little something to his observations. Along with political leadership goes the duty which the political leader is compelled to assume of dealing in patronage. There is not a political leader who can get away from it if he wants to; he must spend probably at least three-quarters of his time and his energy in the consideration of a great number of little picayune things. I have had the opportunity from time to time of talking to many of the leaders in both the great parties, and I have no hesitation in making this statement, even though it may astonish some of you: my observation has been that nine out of ten of the political leaders in this state would be delighted to get rid of this kind of work; and I further believe that the political leaders of good character and ability (and there are very many of them) if given the slightest encouragement, if relieved from undeserved and blind abuse, will join in this movement which you are starting here tonight. Every one of them that thinks at all (and take my word for it most of them are students) realizes that under present conditions he is confronted by circumstances over which he has practically no control, and which compel him to sacrifice a lot of his time and a considerable share of his self-respect to the consideration of many matters

which, to say the least, are undignified. The practical politician is the man who knows more about this problem than any one else, and he is the man whose advice and coöperation should be most valuable. Permit me to venture the assertion that a large proportion of the much abused politicians would gladly welcome any movement or any influence which would confer a greater measure of dignity upon a political party. I am a sincere believer personally in the desirability of increasing the dignity and responsibility of party organization; and furthermore I am lead to believe that this very movement which here has its inception will tend to bring about something which up to date has not existed in this country to any appreciable extent—that is, the conferring of a reasonable measure of dignity upon a

public career. With very few exceptions there is little dignity attendant upon a public career in this country today.

Let us not imagine that this proposal contemplating a reduction in the number of elective officers will progress unopposed. Many persons, some laboring under a misconception of what this movement means and hopes to attain, and some from purely political and personal motives, will declaim loudly against depriving the people of the right to elect all their officials; but I believe that as a result of prosecuting an intelligent and considerate campaign throughout the various municipalities of the state and expounding this doctrine thoroughly, by the time the year 1916 comes around the constitutional convention will be willing to listen.

For the Honor and Glory of Ohio

Let us not injure in any way any tree, shrub or lawn.

Let us not kill or injure any bird or destroy any bird's nest or the eggs or the young.

Let us not throw or sweep into the streets, alleys or parks any paper, fruit skins or rubbish of any kind; or throw any of these things upon the floor of any school or other public building.

Let us not spit upon the sidewalks, street crossings or upon the floor of any street

car, school house or other public building.

Let us not cut or mark in any way, fences, poles, sidewalks or buildings of any kind.

Let us always keep our back yards as clean and beautiful as we keep our front lawns.

Let us at all times respect the property of others as we would our own.

Thus shall we become good and useful citizens, making our state beautiful and worthy of our love and devotion.—*From a card designed to be hung in public schools.*



Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Carmel-by-the-Sea in Action

The little breeze that started the improvement wave in Carmel-by-the-Sea, Cal., came in the person of an easterner attracted by the great natural beauty of the place, but dissatisfied to see so many detracting elements in the shape of waste paper on the streets and similar loose ends in municipal housekeeping. So the Carmel Civic League was formed, and the upward motion commenced. The people responded generously.

"Small barrels, painted a dark green with the word 'Rubbish' in white letters, were placed at various corners." The attention of the people was called to the fact that they could use these barrels instead of the ground for their papers and rubbish. "Next street signs were put up, and a watering trough of artistic design was erected in the main street for horses, with a smaller one at one end for dogs."

The Civic League is now tackling a larger problem. Carmel has sandy streets. They involve heavy pulling for horses and are dusty in dry weather. The League is going to show how these streets may be made firm and hard by oiling. "We propose to do a few blocks in the most approved method, under expert advice, as an object lesson to the property holders, showing them the exact cost per foot; and we hope in time to have all the streets in fine condition."

A garden competition has been started, and already enough interest has been manifested to promise success, though awards are not to be made until May, when the rainy season is over and California gardens are at their best. The prizes will consist of paintings by local artists, plants, seeds and garden magazines.

The dues are only a dollar a year, and there are only about seventy members, yet no money has had to be raised by special methods. The townspeople have given generously of labor, the best commodity in small places.

The correspondent who has supplied the facts for this statement optimistically adds:

"In a small place public opinion is easily molded, and it only requires a little effort on the part of a few leaders to get united action in any needed direction." How fortunate is the small place which has leaders ready to come forward and open-minded people to follow the lead! Let other towns take to heart the example of Carmel-by-the-Sea.



Andover's Improvement Society

It is always a pleasure to read the annual report of the Andover, Mass., Village Improvement Society. The Ledges, the Manse Green and the Marland Village Triangle, wards of the society, become personal acquaintances of the reader who often has never seen them. The society looks after many little things, the sum of which constitute village improvement.

In addition to the wards above mentioned a start has been made at Upland Green, and here another beauty spot is promised. Recently vines were planted at Memorial Hall, the Town Hall and the Engine House, and already the outlines of the buildings are softened by the growth.

The tent caterpillar, an old enemy of Andover, had for some time been allowed to have his way. It was decided to curb him during the past summer and a scheme for interesting the children was developed. Ten cents for each 100 belts was offered. The grand total of 94,689 belts were destroyed in this way, one boy returning as many as 4,101. The effect on the situation was noticeable.

The school garden work was continued as usual, but the seeds were secured from the Home Gardening Association of Cleveland, that great distributor of garden seeds for children, instead of their being put up at home; 4,675 packages were sold. Along this line the superintendent of schools in North Andover says:

"There is no district school in any town which could not improve its grounds by transplanting shrubs from its own neighborhood, shrubs which being acclimated would

probably thrive, and would cost nothing but the labor. The greatest need for school ground decoration, coupled with the greatest opportunity, is in the rural district. 'I cannot raise the money to buy the shrubs,' I hear some district teachers say. My dear teacher, don't try to buy shrubs. Open your eyes on your way home from school. The elder, laurel, barberry, witch hazel and sumach are found wild all over Massachusetts; ferns, golden rod, asters, daisies are all available, and no more beautiful vines can be purchased than the common bitter-sweet, clematis, wild cucumber or woodbine."

The Andover Society claims not to grow rapidly in numbers but to have a worker in each member. This is a local association's greatest asset, and the actual number is not so significant as the spirit of work among what there are.



Fun for the Children

Mr. Addison Bain, the fertile minded park superintendent in Marion, Ohio, has devised an annual romp-day for the children. The last occasion was one that will be long remembered by them—they will not forget it till a better one crowds it out of their minds. Fifteen hundred boys and girls participated, precipitated, tumbled, tossed, contested and made merry. It was a real children's day.

The events were such as the ring race, dropping rings on stakes while running; the donkey contest, placing the tail on a picture of a donkey while blindfolded; juvenile oratorical contest, won by a little colored girl who "was immense"; the botanical search, finding specimens of snake root, a rare herb; singing contest; pole climbing contest; pretty babies' contest, and others. There was to have been a crying baby contest, but it was at the last moment declared off because Mr. Bain found all the babies laughing. A merry-go-round and a sand-pit, in which had been deposited one hundred Lincoln pennies, added to the excitement. To one side was a "for babes in the woods" tent, where sleeping youngsters were made comfortable.

Mr. Bain seems to be between the fires of two loves, for the flowers and shrubs of his parks and the children. He is given but little financial support in his work in the parks, but the children seem to be supplied in fair numbers. For his ingenuity in using the material at hand he deserves the appreciation of his fellow citizens. All

places would profit by an annual, even a monthly, romp-day for the children.



The Village Ebb and Flow

The story of the wise Chinaman as to why his country has been asleep for so many hundreds of years has in it a significant suggestion for American villages as well as for larger places. Asked as to the reason for this long sleep the Chinaman replied: "There was a time when China led the world in all matters of progress. We had discovered printing centuries before Gutenberg's time. We were using the compass when Europe was struggling through the middle ages. But there came a time when the element that opposed progress controlled the empire. Improvements were opposed. We built a great wall about our old habits and customs, as we had built a great wall to protect ourselves from marauders. Then we went to sleep. That's all."

Denver Municipal Facts recounts this story and adds:—"In a way this exemplifies what will happen to the American city that opposes progress in matters of civic betterment. What we refuse to do today, those who come after us will refuse to do tomorrow. The power of precedent is incalculable. It blinds the eyes to the needful new. It shackles the progressive spirit and throttles initiative."

That the backward town is surrounded as by a wall every one knows who has attempted to break through the armor of conservatism and do things. In New England the stock cry is: "We have always done it this way." In the South purer sleep prevails. In the West perhaps indifference. And inactivity grows stronger with age.

There is another peculiarity about towns that is similar to the peculiarities of China. Growth and improvement are often followed by a Chinese wall of self-satisfaction. The town rests on its oars, its laurels are somnolent and it slumbers. Soon it comes to live in the past and nothing short of an overwhelming calamity will arouse it to action.

The reverse is the town where progress is based on safe and sure foundations. What is done is well done. This leaves no handhold for the reactionary, and upward, steadily upward is the trend. The great point is to leave no chance for the

ultra-conservatist to say a mistake has been made. Be a conservatist, a progressive conservatist. Move, but move sanely. Carry public opinion fully abreast of what is done. By this method alone may progress be made perpetual and the nightmare of decadence kept in the background. No place can stand still, and the direction in which it will travel will depend in the main on whether what has gone before is sane yet progressive.

The often repeated statement that "our improvement society is at present dormant" is conclusive evidence that some mistake has been made. And it is not a hopeful indication that a thing as dead as it is possible for it to be is called dormant. Communities move forward or backward. Mere dormancy is impossible. When progress stops decadence sets in. It should be called decadence and treated as such.



A Growing Interest in Art

Mrs. E. R. Michaux, chairman of the art department of the North Carolina Federation of Women's Clubs, has laid out an extensive scheme of work for the clubs of the state. It is interesting because of its directness, and it shows a most interesting drift of club work. The recommendations of general interest are:

1. That each club, whether art or literary, devote at least one meeting to the study of household decoration or "art as applied to the home."
2. That each club provide copies of famous pictures for public schools, both in towns and in rural districts. (The cheaper reproductions mounted on card board are suggested.)
3. The encouragement of artistic hand-made articles, with an exhibition of such articles. Thousands of dollars are spent outside for things which could be made in our own state.
4. That exhibitions of original paintings or copies of famous pictures be given by clubs of each town.
5. That club women see that drawing is introduced in as many public schools as possible.
6. That the club women work for a State Art Commission, "whose object is to develop latent talent, to stimulate interest in the fine arts, and to foster the introduction of art in the manufactures." North Caro-

lina needs such a commission, and now is the time to awaken public sentiment.

7. That the clubs work for municipal art commissions in the various towns, whose approval is necessary before any public buildings, statues, etc., can be erected or streets laid off. Opportunity offers itself in every town in the state to emphasize civic art.

Here is a most constructive program. Art in the manufactures and art commissions in towns as suggested offer unmeasured possibilities for usefulness.



Women's Work in Portage

Miss Zona Gale of Portage, Wis., tells an interesting story of what the women there are doing in civic work. Miss Gale has earned the right to speak generally on civic matters, and it is to be hoped that she may still further blend her literary and civic talents. It was Miss Gale who lectured to a local federation of women's clubs, and made as her charge that the women should rescue and improve an acre of land long ago given to the town but ever since neglected. Her instincts work along work lines. She says: "To be a good citizen," John Spargo says, 'without seeking to remove bad social conditions, is impossible.' Nobody could be born without knowing this. But it seems dangerously easy to die without ever finding it out. If one does learn it, the movement amounts to a revelation, and a revelation that does not become an action is nothing but a dead dream."

Portage has had a bad day or two over the sewerage question. In 1900 the people voted down a proposition to bond the town for sewers. They voted it down twice in 1904. But the sewage continued to be a problem, and in 1909 \$30,000 in bonds were authorized by a vote of two to one.

In the meantime a local woman's club was devoting itself to culture. Speaking of woman, Miss Gale says that "when she helps to get paving or manual training in her town she almost votes." Miss Gale may have had something to do with it; at any rate the woman's club dropped culture and took up work. First they devoted a year to studying America, particularly the American town and its problems.

Then a general meeting of the women was called, and they were told about local problems, sewage and garbage disposal,

manual training and domestic science, the improvement of school and home grounds, the delights of a garden, pure milk and the tuberculin test. They organized under an improvement association constitution and went to work.

At the end of three months the tuberculin test had been applied to all the local herds of cows, a garbage disposal system had been developed, the school committee voted to introduce manual training and domestic science, and the Association equipped the school dining room with tables, chairs and linen; a clean-up day worked wonders, and block associations were developed to keep things clean; orders for \$60 worth of flowers, shrubs and vines were taken for private grounds, 1,300 penny packages of seeds were distributed to the children, and each Friday collections of flowers for the sick of Milwaukee were being made.

As good as voting? Yes, and better, in its results, than most of the voting we see. "In nothing, save the family alone, are there greater potentialities for a woman to cast a good spell over life than that she help to keep the house of her town, to bring down the ideal village hanging above her own village, and make her own village fit that sweet ideal."



Community Forces

Rev. C. B. Bliss, in the little town of Hampden, Mass., recently wrote to the editor of this department for suggestions as to how to develop community work and keep alive an effective interest. In reply to what was suggested Mr. Bliss makes some pertinent statements. He says: "What we want is the spontaneous activity of the town as a whole. I suppose it is difficult to get a majority of the people to keep up an active interest in a local organization, year in and year out, as it is in the work of the church. They are splendid in the work they have done in stirring up interest, but I wonder whether the addition of another organization in every one of our towns would really solve all of our problems. I see no reason why the churches ought not to do the work of such an organization, in stimulating interest in all kinds of good movements."

The method of securing spontaneous community activity is the great community question. Nothing but overwhelming calamity, either imminently threatened or actually occurred, has thus far succeeded. And when the stress of the moment has passed the people allow selfishness, prejudice, all kinds of narrowness to wedge them apart. Every spurt of activity is splendid, whatever produces it, and it is complete evidence of how splendid perpetual activity would be.

And there is plenty of room for doubt as to the desirability of a new organization under present conditions. Most towns are overorganized. Each new effort develops new lines of cleavage because almost always it is a segmentary movement. All the people are not in it. And this is why the church cannot yet do it. The church is segmentary. There is no justifiable reason for its being so, but it is. The more a town is churchd the more its people are divided. This is becoming a serious question. Take places like Boston and Montreal, for example. In both places strenuous efforts are being made by the best citizens of all parties and all creeds for civic advance. And in both places the dominant race and the dominant church is preventing it.

Here we have to face the question as to which is greater, the community or race and religion? In other words, should one be loyal to the best interests of all his neighbors or only to those of his own race and religion? And what is to be the answer when, as in Boston, adherence to race and religion puts in power a man known almost entirely for the evil he has done to all his fellow citizens, including those of his own race and religion? Can religion be founded on such principles? Let the community that does for itself, for all human atoms of itself, the best that it can, pretend to point the way. We have to learn not only nonpartizanship, but non-sectarianism and the brotherhood of man, which is nonracial. Then the organization problem will disappear and the church and the race, the religious church and the American race, will have made good.

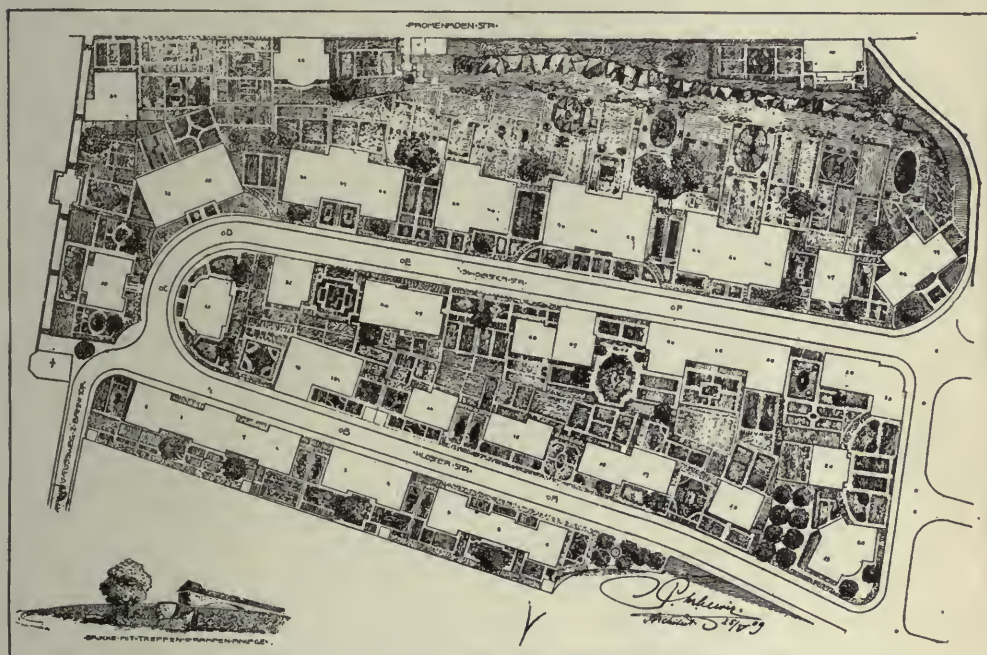
Gleanings

An Alpine Garden Suburb

Rorschach, beautifully situated on Lake Constance with the Alps at its back, confronts a building problem of much seriousness. For some time past the harbor has been too small for its growing commerce, and it has been necessary to construct a new one a little to the east of the city. The same conditions exist with regard to the railroad terminals; and as soon as the new harbor is completed, it will become ex-

factory and successful solution was arrived at.

He built a graded roadway in the form of a gradually rising loop, which first of all reduces materially the difficulties of wagon traffic, and secondly unites the new suburb with the railway station and harbor on the north, on the south with the existing highway, and on the west with the city itself. Where it reaches the beautifully situated old chapel, a connecting roadway branches off



TWO TERRACES OF THE GARDEN SUBURB OF RORSCHACH

pedient to move the railroad station into the same neighborhood. This will naturally draw after it a portion of the inhabitants, and involve the necessity for new dwellings upon the spot where they settle. Anticipating this, the city council took steps to secure a plan for creating a suburb to meet the demand that would arise.

Dr. Hautle, the owner of a large tract of land, suggested utilizing it as a garden suburb. Owing to its precipitous character unusual problems presented themselves, and it was only after calling in the assistance of Architect Gewin of Darmstadt that a satis-

to the north which crosses the railroad tracks in the form of a high three-arch viaduct, ending in a broad terrace and stairway for pedestrians and a wide driveway for vehicles, with a keeper's lodge and covered entrance in old Swiss style.

Owing to the great difference in level of the different parts of the tract it has been divided into seven terraces. The first has its beginning at the northern part of the loop called the Convent Road in a beautiful plaza ornamented with stone benches commanding views of the lake, and planted with chestnut-trees and copper-beeches. In the

center a handsome fountain is to be erected. Here the first villa is being built. There will be altogether about fifty, which, according to location, will consist of one, two and three family houses. In this way the ground can be used to the best advantage, and the architect will be able to give the buildings great variety. The buildings will be so arranged that each group shows a certain individuality, and that no building will be hidden by another. Although no two buildings are alike a certain uniformity of form and type will be observed in order to create a harmonious and well rounded-out scheme. The tiresome tenement type is wholly absent. Each building will have its own garden, and all the streets will be arched with trees and arbors. There will also be kitchen gardens and large turf covered lawns for bleaching, so situated, however, that they cannot be seen either from the shores of the lake or from the large plaza.

The most interesting part of the plan will be the arrangement of the streets, made unusually attractive by the gardens abutting on them, by varying the distance of the buildings from the sidewalks, and by walks shaded by over-arching trees, such as make Bozen and other Tyrolean and Swiss villages so pleasing. Mention ought to be made of the treatment of the little old convent chapel, which will be renovated for divine services, ornamented with a new steeple, clock and bell, and also of the tramway station, which will be built in a style to fit harmoniously into the whole scheme.



English Town Planning Legislation

The *Municipal Journal* for December 24 and 31 contains a paper by Thomas Adams on the practical application of the town planning provisions of the new Housing and Town Planning Act, and the resulting beneficial coöperation between architects and borough engineers, which should produce an improved taste in building design and a proper sense of proportion and harmony in developing building areas.

The scheme includes land in course of development, or which appears likely to be used, or land already built upon, whereof the buildings may be demolished or altered.

The initiative rests either with the local authority, or more commonly with the

owners of land acting in coöperation with the local authority. The consent of the Local Government Board must be obtained, and they must be satisfied that there is a *prima facie* case for making the scheme, in order to make purely local schemes conform to county or national requirements, and to obtain that central architectural and expert supervision which the small authorities will be unable to employ, but which the Local Government Board can doubtless command.

Provision is made in the act for authorities to receive one-half of any increased value which a scheme may be estimated to give to the land affected.

For a time it is believed that town planning will chiefly concern itself with suburbs and outlying districts surrounding existing towns.

The act provides for securing proper sanitary conditions, and also for securing amenity and convenience. The latter terms relate to the preservation of trees and natural features; the limitation of the number of houses to the acre; the appropriation of certain portions for open spaces, parks, pleasure or recreation grounds; the consideration of roads and streets not only from the point of view of the sites immediately served by them, but also from that of their ultimate destination, the future needs of traffic and the general public convenience; also naturally to questions of water supply and drainage.

It is believed that town planning which looks ahead twenty or fifty or more years contains great possibilities of economy as compared with schemes of reconstruction carried out when the public need for an improvement becomes desperate; and that this possibility, coupled with their share in the increased value of the property, will prove a sufficient incentive to the local municipal authorities.



The Leprosy of Cities

L'Art Public contains an article by M. Gerard Harry in which he likens the great advertising signs, which with their hideous blotches of color disfigure the fronts and sides, the balconies and even the roofs of public buildings, and thrust themselves into the midst of the most harmonious natural or architectural surroundings, to the terrible scourge of leprosy, regarded of old with superstitious awe, and now making its

victims outcasts for the common good. And this leprosy of stone, or iron and wood is not accidental; it is a plague voluntarily and systematically organized.

To check its ravages it has been suggested that a tax, designated to be more or less prohibitive, be imposed upon all signs.

"Well intentioned as this proposed law undoubtedly is, it seems to us more and more inadequate to its purpose. The deputies who present it are actuated by a high esthetic purpose. They dream of ridding our cities of an unnatural and degrading blemish. The adhesion of the Government and of a majority in Parliament springs from a motive as far from that as pole from pole. They will be inspired by the sole desire to increase the revenues; in other words, their interest would be to foster the leprosy, to maintain it in the interest of the treasury rather than destroy it in the interest of beauty, which is in fact the higher interest."

The government must sooner or later awaken to the absurdity and incongruity of legalizing by taxation municipal disfigurement; they cannot but perceive how they stultify themselves by encouraging tomorrow, for the sake of money, the most odiously unesthetic propaganda possible, after having spent even more money yesterday for instilling and disseminating good taste. They must realize that the more beautiful any particular locality is made the more its value is enhanced, and that the effect upon annual revenue is important and lasting.

The more a city possesses distinction, order, a refined and pleasing aspect, the more it attracts strangers, to the profit of the whole community; the more vulgarities, blemishes, inharmonious features it has, the more it drives them away. In other words, the treasury would lose indirectly ten or a hundred times what it would immediately and directly gain from the taxation of this municipal leprosy.

Further, the tax, instead of curing the evil, will have a tendency to intensify it, for the advertiser will simply resort to more and more striking and fantastic designs to attract attention and reimburse himself for the additional expense of the levy.

We shall doubtless invoke the new French law, which confers upon the departmental commission of picturesque sites and monuments the power to intervene and prevent the destruction of landscapes and edifices by this commercial vandalism. Although not yet sufficiently drastic, this legislation

would be useful in many cases, and at least restrain the flood of advertising within certain limits.

In a number of countries formidable and threatening leagues are springing up, whose adherents agree to withdraw their patronage from all merchants who, in order to attract it, invade and deface the public domain with huge and hideous signs. One of the promoters of this boycotting campaign recently thus explained it:

"This orgy of bill-posting trespasses even upon individual selfrespect. It really amounts to an attempt to exert improper pressure upon our wills. We complain of the merchants who hustle us, drag us, abuse



RUE DE LA RÉGENCE, BRUSSELS

us until we are compelled to take, *nolens volens*, the road to their stores. The day when we shall have convinced them that these exasperating efforts to force our hand are bound to produce a result diametrically opposite to that intended, and that the louder an advertising sign proclaims the praises of its wares the more it puts the buyer to flight, on that day will the frightful advertising sign be vanquished."



Politics Made Easy

Richard S. Childs contributes to the *Saturday Evening Post* for January 22 an account of the short ballot movement which sets the matter forth so simply, in the plain language of the people, that the general reader cannot fail to be instructed and impressed.

Galveston stumbled on the principle just after the flood. She elected five commissioners "as an emergency measure to get quick municipal action," and has adhered

to it ever since, reëlecting year after year the same men, at an annual campaign expense of only \$350. Des Moines has gone one step farther and made the ballot non-partisan, "because a voter can recognize and select the five names for himself without the help of a party label." And Colorado Springs, which is governed by five commissioners, elects three one year and two the next, making the ballot, which is also nonpartisan, the shortest in the country. And, further, "each candidate must file an affidavit swearing that he represents no political party or organization," making the machine not only unnecessary, but even illegal.

"The simpler you make politics," says Mr. Childs, "the more easily and the more surely will the whole people take part. Simplification, therefore, leans toward the rule of the many—democracy."

Healthful Housing

Fear of a terrible disease is reforming our way of living. So simple are the principles of the welfare against tuberculosis, that, like the Syrian captain of old, we are amazed that "some great thing" is not required of us. Yet all that the prophets of this new and happy life proclaim as necessary is embodied in principles of ordinary cleanliness and of purity of air and food. We are learning that to stamp out the great white plague we have only to do the things that decent and wholesome people ought to do anyway.

The fight, therefore, bears far-reaching benefits. In the country it is a matter that the individual may manage. City congestion, however, demands united effort, and success is dependent on large generosity and sane and scientific planning to overcome existing conditions.

Such a prospective victory is described by the editor of *The Craftsman* in the February number. The Shively Sanitary Tenements for tuberculosis families, soon to be completed on the upper East Side in New York, will accommodate about four hundred families at reasonable rents, and will express the results of years of study of the needs of his patients, by Dr. Henry S. Shively, and of sanitary house planning on the part of the architect, Mr. Henry Atterbury Smith. These four buildings are made possible by a gift of one million dollars from Mrs. W. K. Vanderbilt, Sr. Their

most noteworthy features are of great health value. Outside stairways at the corners of a central court give direct entrance to each apartment and eliminate dirt and darkness. The courts are entered through high arched passageways giving constantly renewed fresh air. There are no inside rooms; and high windows, balconies, roof gardens and sun-rooms add to the curative measures. The value of this article is increased by views and diagrams.



City Government as a Business

In the *Burr McIntosh Monthly* for January R. Fulton Cutting, chairman of the board of trustees of the Bureau of Municipal Research, characterizes the work of that Bureau as that of a body of experts, supplying the city government with special information for guidance or reform, working scientifically, impersonally, dispassionately, with constructive purpose, with fullest publicity, and strictly in the interest of the public.

When the first municipal bath was completed, in 1901, \$52,000 was asked to operate it, and \$22,000 finally appropriated as the result of an offer by the Association for Improving the Condition of the Poor, then operating a model bath, to conduct it for not over \$17,000. The saving to the city was due to expert information, and to this incident the Bureau largely owed its origin.

Its first task was the reform of the office of the Borough President of Manhattan, and incidentally the removal of its incumbent. It next framed a model departmental budget, choosing the Department of Health for the experiment, segregating and itemizing its requirements instead of presenting them *en bloc*, thus enabling the Board of Estimate to act intelligently upon the demands. Its great work for three years has been its study of the Finance Department and the consequent reorganization of the Comptroller's office by Mr. Metz.

Projects which the Bureau contemplates for further perfecting the City's business methods are the creation of a central purchasing agency, involving an amendment to the charter, and pending this, the standardization of specifications for supplies. Beyond that it will study the "abuse of protected officialism" and the civil service, the pay-roll of which is believed to be heavily padded.

Japanese City Administration

In the same issue Mr. Toshio Matsumura, formerly Vice-Mayor of Osaka, and member of the recent commercial commission to America, says that the Japanese have little to learn from us in the administration of cities on a business basis; there is even a deprecating and deferential implication that they might teach us a few things:

"We have no parties. * * * I know of no graft, no dishonesty, no excess of taxes for city purpose. There have been no municipal scandals."

Paternalism and centralization are the keynotes in Japanese government. All cities have the same administration, an assembly of 60 elected by taxpayers over 25; a mayor appointed by the national government out of three nominees chosen by the assembly; terms of office of mayor and assembly six years; a city council of nine members, serving without salary, elected.

What Are Our Police Doing?

In the January issue of the *World Today* appears the first of a series of articles on "The Menace of the Police." The writer, Hugh C. Weir, states that 10,000 murders are committed in this country every year; of the murderers 98 out of every 100 escape absolutely free. Chicago averages 118 murders, Paris 15, London 20. In cases of homicide Germany secures convictions to the extent of 95 per cent, Spain 85, Italy 77, France 61, England 50, and the United States only 1.3.

Of 786,000 arrests last year, over 350,000 were for drunkenness.

Crime costs us \$3,500,000 a day; for one year as much as the combined value of our wheat, coal and wool output; more than the national debt, more than our total imports of merchandise, twice as much as the output of our gold and silver mines. And it is increasing.

The Police Year Books are filled with the tale of abandoned vehicles, public lamps not lighted, licenses for balls, lost children found, but are silent as to the amount of stolen property reported, the number of hold-ups and burglaries, the list of homicides.

The jewelers of America, the bankers, the hotelkeepers, the railroads, each support their own detective organizations.

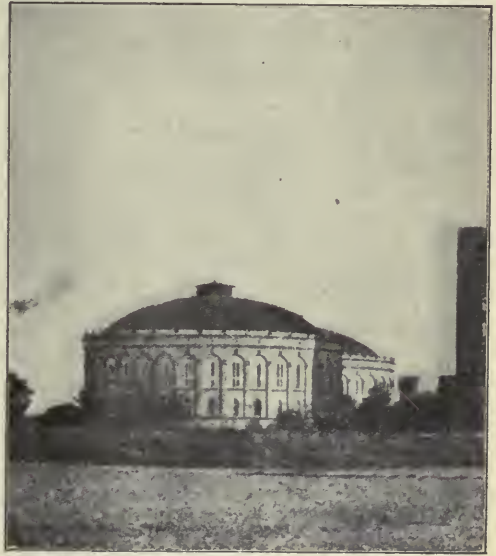
"A certain wealthy Jewish resident of New York owes his income to the fees of prominent criminals, who pay him to travel up and down the country as a 'fixer' between them and the police."



The Principles of City Planning

An article by Arnold W. Brunner in *Harper's Weekly* for January 15th answers in the negative the question "Must the American City Be Ugly?" It is written for the general reader who as yet knows little of the principles of city planning.

Emphasis is placed upon the perfect compatibility of beauty and commercial utility,



COURTESY OF HARPER'S WEEKLY

ESTHETIC GAS TANKS, DRESDEN

and upon the necessity of following "a consistently prepared plan for the entire city" in order to solve, among others, the problems of expansion and transit. Too often cities are lacking in that individuality of expression which makes it possible for the visitor to determine at once their standing. This can be attained only by a scheme for the entire city, which shall be adapted to making the best of existing conditions.

Such a plan could not, of course, be fully executed immediately upon its adoption. Nevertheless, to follow it consistently, as public money admits, through years of subordination of individual rights to the general good, will bring a harmonious result, will produce a city without excrescences.

Europe gives us a sufficient number of inspiring object lessons, but our task is to

evolve the *American* city. Much is being done now that we are fairly awake. Those who are just beginning to be interested in first principles will do well to read this article.



Work for Women's Clubs

It is pleasant to learn that the much-criticised club-woman can become a blessing to the town in which she dwells. *Suburban Life* for January quotes from an address by Mrs. C. D. Hirst before the Iowa Federation of Women's Clubs, wherein she counsels women interested in improving their town first to get the mayor and aldermen to coöperate, and if they will not to help elect others who will.

A novel experiment which the women's clubs of a number of Iowa cities have engineered with excellent results is fitting up a public rest-room for women and children, where possible in the court-house.

Reforms in municipal housekeeping especially appropriate to women's energies are the abatement of the smoke and noise nuisances; beautifying school yards and interesting children and teachers in planting and caring for them; insisting upon the enforcement of the weed law, if there is one, and securing one if there is not.

The club-women of Iowa are trying to establish not only a uniform Arbor-day and Vine-day, but also a "clean-up week," or even day, in all towns and cities throughout the State.



The Great Awakening

How is one to account for the wave of interest sweeping the country from Boston to Los Angeles; from Winnipeg to Oklahoma City, causing the citizen to turn anxious and critical eyes upon the town or city he calls his own to see if it is keeping pace with its neighbors; enlisting the activities of women's clubs, real estate exchanges, boards of trade and chambers of commerce, churches, societies, improvement clubs and juvenile leagues? It is not foreign travel, says Mr. Charles Mulford Robinson, writing in the January *Craftsman*.

"In the present competition of cities, I would estimate that travel at home had done more to stir the mass of Americans than had travel abroad. As a people we do not like to be beaten by anyone, and least of all by the fellow or city whose opportunities are no better than our own. And travel between

towns and cities and states, in our own country, has increased marvelously of late."

Civic improvement means for each what he most wants; business facilities, sanitary conditions, playgrounds, free music, art, fine roads for driving, exemption from specific nuisances, noises, smoke, billboards; finally culminating in a great example of municipal art, the City Beautiful.



Winter Play for the City Child

The same author has written a characteristically charming short article on "Winter Play-Grounds" for the February *Art and Progress*.

His plea is that the need of the city child for play and exercise does not cease when the days of huddling around fires begin, and that, far more than in summer, the city playground in its white winter covering presents the fascinating appeal of the real country.

The big parks with their skating ponds, toboggan slides and skeeing fields are a dream of delicate silver tracery and soft white curves. What joy to feel the winter tingle, and to know the merry heart of active childhood. Mr. Robinson's spirit is infectious:

"The Winter playground is just beginning to be appreciated; but it ought to get hold of our affections and enthusiasms very quickly. Any one who believes in playgrounds in summer should be ready to die for his faith in them in Winter."



Business Philanthropy and Self Respect

The citizens of the industrial borough of Vandergrift are neither well oiled automata nor careful marionettes. They are practical workers who have not been robbed of the stimulating sense of independence which is every man's right.

The February *Craftsman* tells of the successful experiment conducted by Mr. George G. McMurtry, President of the American Sheet Steel Company, at the Company's plant 38 miles east of Pittsburg. Under expert planning a town site was prepared for building. Streets and open spaces were laid out, and sewers, gas and water pipes, and paving were properly provided by the Company. The lots were then put on sale without restriction except as to the liquor traffic. The Company looked after real estate matters and after the supply of water, gas and electricity, but no

"company store" was established to absorb the earnings of workmen by oppressive prices.

After a workman purchases a lot at a reasonable market price the building association helps him to build his house according to his individual ideas. The result, however, is not incongruous, for the possibilities of development have made inspiring appeal to the landowners, who have worked harmoniously to make their town both beautiful and interesting.

The strictly business basis on which the company has acted has been liberal as well. The result is a self-respecting, self-developed borough of 8,000 inhabitants of the best working class, who have built churches and schools and a library, who manage their own civic affairs under the state laws, and among whom strikes are unknown.



Why a City Inspector Did Not Stick To His Job

Classing himself as once a member of the least objectionable of the three despicable kinds of inspectors, Benjamin Brooks presents in the February *World's Work* "The Confessions of an Inspector of Public Works." In distinction from the fresh college graduate, and the old, worked-out engineer, this third type of inspector is "the active practising engineer, who is temporarily out of a job and seeks the position as a 'pot-boiler.'"

This inspector's first stumbling-block appears to have been his honest attempt to follow city specifications exactly and at the same time to secure satisfactory results. His explanation of the difficulty is that "the present-day specification for public work is about as lop-sided as a contract with a pawnbroker, and about as rigidly inadapted to its purpose as a pair of cut glass suspenders."

But what led to his ultimate withdrawal from city employment was the civil service examination in which, because of his temporarily crammed head, he led the list of sixty contestants. This, it would seem, should mean the promotion for which he applied; but, as a matter of fact, it meant nothing of the kind. Promotion could be secured only by another examination for a higher position. So within an hour he ac-

cepted an invitation to become one of the engineering staff of a corporation that evidently appreciated its opportunity. This is his final comment:

"So it happened that a municipality that had hired me on probation and taken six months to determine my proper rank, was put to the expense and inconvenience of finding my successor almost on the very first day that it could have felt fully justified in trusting me with its affairs."



School Conditions in Chicago

Praise in general and criticism in detail characterise the report by Cara Reese on "Chicago's School Buildings", which is published in the February *Good Housekeeping*. The article is the result of a thorough and painstaking inspection of 280 of the school buildings of Chicago. The author says:

"I found that Chicago has the interest of the school children at heart, that Chicago welcomes honest inquiry into conditions, that Chicago is sparing no expense in the way of new buildings, in permanent improvements, in general repairs, in equipment and supplies relating to safety, comfort and cleanliness in the schools."

Nevertheless facts are given in relation to specific buildings which show many danger spots. The law requiring one fire escape for every fifty pupils is ignored in Chicago, the Board of Education using its discretion in the matter. The tubular escape is said to be "a nightmare," at its best full of danger from interior congestion, and misused by rowdies and malicious boys.

In some of the buildings the corridors are obstructed by furniture and apparatus, and the exits by woven and wire rugs; in one instance nineteen rugs lie ready to trip up hurrying feet and cause a panic of struggling, frightened children.

Heaps of debris, building material and apparatus during times of remodelling make some of the school yards filthy and unsafe. An excessive use of woodwork and varnish in reconstructed buildings, the dangerous placing of heating apparatus and fire escapes are other points to which attention is called. The definiteness of this report makes it possible for those to whom these conditions are of vital importance to direct their action without time-wasting preliminaries.

Books for the Citizen

Municipal Waste

A fly begins life on a city garbage dump. He ventures upon a tour of exploration of the neighboring town and stops to refresh himself at a fruit store; wandering over the berries he leaves a trail of disease germs behind him. As we cannot exterminate the fly we must deal with the dump.

In "The Collection and Disposal of Municipal Waste"[†] Mr. Morse describes the various attempts made by American cities to deal with the task of waste disposal since 1885 when the subject began urgently to demand regulation. Two aspects to be considered are the disposition of refuse as effectively and cheaply as possible, and the turning into money for the city's benefit such of it as can be used. This naturally necessitates separating and classifying it. The first experiment of this kind was made by Col. Waring when Street Cleaning Commissioner in New York City twelve years ago, at one of the street cleaning district stations, and afterwards at an experimental station. It was proved beyond question that there was revenue for the city in the process. The preliminary separation is made by the householder; and the New York Sanitary Code, which has been the guide for most other places, requires him to make appropriate deposit of family waste in garbage receptacles, ash receptacles and rubbish bundles, the last comprising everything usable in the manufacture of paper. Rubbish can be most readily dealt with, as paper stock is cash on demand. Ashes are valuable, but only when treated on a large scale. The value of garbage lies chiefly in the amount of grease extracted.

The two general methods of dealing with waste are its destruction by incineration and its disposal by reduction and extraction processes. For the smaller town where only mixed collection is made the most practical and sanitary solution is destruction by fire. Since 1885 of 208 municipal crematories or incinerators installed 50 per cent have proved failures, for reasons most instructively and helpfully set forth on pages 137-145. One result has been to send our

engineers abroad to study methods successfully applied in other countries. In the past two years four British destructors have been installed that have met the guarantees made for their performance, and proved their superiority over American cremators.

The last 150 pages contain descriptions of various reduction plants and analyses of the results accomplished in the utilization of different forms of waste. Mr. Morse says:

"The treatment of American separated garbage for recovery of the commercially valuable constituents has now become a stable and accepted fact in American disposal work, one to be hereafter recognized as an available means for municipal service in the larger cities."

Mr. Morse writes with the authority won by many years of study and experience, and his work is valuable to the responsible city officials who prefer to reap the ripe results of others' experiments rather than to squander large sums on plants that may prove not at all adapted to the needs of their cities.



Primary Elections[‡]

For the first hundred years of its existence the Republic conducted its primary elections practically without legislative direction. Nominations were made at informal caucuses, until it became apparent that

"The abuses that arose under a system that staked the immense spoils of party victory on the throw of a caucus held without legal regulation of any sort were numerous and varied. They ranged from brutal violence and coarse fraud to the most refined and subtle cunning, and included every method that seemed adapted to the all important object of securing the desired majority and controlling the convention."

It was therefore considered a great triumph when about 1840 "King Caucus" was succeeded by the delegate convention system. Until 1880, however, primary legislation had made but little progress. During the next ten years the legal regulation of elections actively occupied the public mind. A modified Australian ballot was

[†] By Wm. F. Morse. *The Municipal Journal and Engineer*, New York, 1908. Octavo, 480 pp.; \$5.00 postpaid.

[‡] By Prof. C. Edward Merriam. *University of Chicago Press*, Chicago, 1909. Duodecimo, 320 pp.; \$1.35 postpaid.

adopted, and a number of States began to prohibit the flagrant abuses and to regulate the procedure of primary elections by legislation. By the close of 1899, two-thirds of the States had enacted primary laws of some sort, and since then there has been such remarkable activity that today,

"As a result of the forty years movement toward legal regulation of party primaries every state in the Union has now legislated against the abuses arising under the voluntary party system of nomination."

The tendency during the last ten years has been to apply as nearly as possible the laws governing regular elections, and to substitute nomination by direct vote for the indirect nomination system. "About one-third of the States of the Union containing

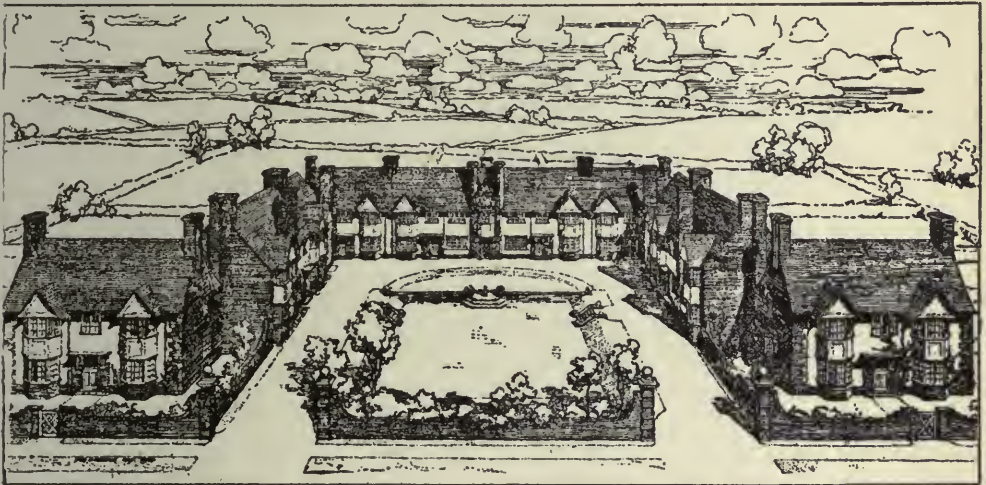
"The true principle is that the people should choose all officers concerned with the formulation of public policies. They need not choose men engaged in the carrying out of policies."

Primary reform should be accompanied by ballot reform, and, finally, "no readjustment of the political machinery can be relied upon to produce ideal political conditions."



Town Planning and Modern Architecture §

The Hampstead Garden Suburb near London is an experiment in the development of a large tract of suburban property upon a prearranged and enlightened plan which is attracting wide attention, and was



A GROUP OF HOUSES IN HAMPSTEAD WAY

This sketch clearly shows how scientific planning improves the general appearance of an estate. It is obvious how much each individual house gains in dignity and architectural effect by the grouping

about one-half of the population of the United States employ the direct primary system for practically all elective offices," and it is the "inevitable conclusion" that this form of nomination "will continue to progress, supplanting the convention method, until ultimately it covers the whole group of States."

Professor Merriam's conclusions, therefore, as to the practical working of the system drawn from observation, from the press, and from direct interviews and correspondence with persons having special information, are peculiarly timely. It will not, he believes, "achieve its full results until the number of elective offices is materially reduced."

briefly described on page 38 of our January issue. The story is told more completely and from a different standpoint in this most sightly volume, profusely and charmingly illustrated with views of Hampstead Heath, and sketches of many of the houses together with their ground plans. Alluring glimpses of interiors reveal the English wainscoted walls and rafted ceilings, while the furnishings and homelike chimney-places impart an air of comfort and serenity.

Of special interest to American house-builders are the groups of connected houses

§ T. Fisher Unwin, London, 1909. Quarto, 100 pp.; 2s.

carrying out a geometrical design, some of which are very artistic and original. Instead of regarding houses as merely places to live in and to express individual taste or the lack of it, the planners of this suburb

make even the private residences harmonious parts of the landscape. This idea of coöperative architecture, while not entirely new, has perhaps never before been worked out so completely and satisfactorily.

The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the coöperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

QUESTIONS

6. Elizabeth, N. J.—Two streets were united under one name, resulting in a duplication of numbers. For years the residents, who are greatly inconvenienced, have petitioned successive councils for relief without result. Is there any way of compelling the council to take action?



7. New York, N. Y.—To what official, if any, should application be made in regard to suspected adulteration of food in a restaurant?



8. Atlanta, Ga.—We are about to prepare an ordinance for the regulation of those engaged in bill and bulletin boards for advertising purposes in the city limits. Will state that we have in our city two of these advertising concerns that are locating their large signs which appear to be detrimental and offensive to adjoining property owners. If you have information as to how these matters are controlled in other cities, will appreciate it if you will kindly advise me.



9. Walla Walla, Wash.—We are considering ways and means of work for a civic commission to make plans for a "better Walla Walla" following the inauguration of the commission form of government the coming summer. How large a number would be effective? Can you suggest literature that would be practically helpful? We need education as to advisability of bond issues, etc.



10. Birmingham, Ala.—I am anxious to induce our City Council to establish a department that will compile statistics of every kind bearing upon our fiscal, commercial and social conditions. Can you tell me of any cities in the United States which conduct such departments?



11. Kingston, N. Y.—In the January number of your magazine in the article entitled "A Successful Experiment in Civics" I saw that in New Haven buttons were given to the

children who promised to help in civic work. Will you kindly tell me where such buttons can be obtained? We are trying to profit by the ideas given in your magazine and think the buttons might be a help to us.

ANSWERS

5. Port Arthur, Tex.—The names of several kindergartners have been received, which will be sent to interested persons on application.



6. Elizabeth, N. J.—Whether there is any way of compelling the Council to take action depends upon whether the law under which the Council acts commands them to perform such a duty. If it does contain such a command, either expressly or by necessary implication, it may be compelled to perform its duties by an application (mandamus) in the Supreme Court. If there is no such command, as is most probable, the only remedy is the rather uncertain one of public agitation before and at the elections. The question does not show whether the city is governed by the general law or by a special charter.



8. Atlanta, Ga.—Write to the secretaries of the American Civic Association, Union Trust Building, Washington, D. C.; the Massachusetts Civic League, 4 Joy Street, Boston, Mass.; the Civic League of St. Louis, 903 Security Building, St. Louis, Mo., for their pamphlets on this subject. See also *The American City*, Vol. I., p. 132, and Vol. II., pp. 14, 46 and 110.



11. Kingston, N. Y.—The name of the firm which made the badges for us in New Haven was J. Sutta, 138 Congress Ave., New Haven. I would send you one of the badges were it not for the fact that since that article appeared in the magazine I have had nearly a letter a day about something in connection with the clean up and have had so many requests for badges that my supply is now entirely exhausted. In a way I am mighty glad of the interest which the little article caused. It speaks well for clean cities in this country.

New Haven, Conn. WM. B. BAILEY.

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MUNICIPAL ART COMMISSION OF LOS ANGELES

Los Angeles: In the Making

By John William Mitchell

Member Municipal Art Commission of Los Angeles

Los Angeles, less than two decades ago, was an adobe pueblo. Today it is a metropolis. Its rapid growth is unparalleled in city building. The evolution of the great cities, which has taken centuries, has been usually in two periods—the first of business, commerce and wealth, and then a later period has brought culture, beauty and civic activity. Public utilities have come naturally, keeping pace with municipal growth.

But Los Angeles has progressed in area and population so miraculously, and to such an unprecedented extent, that all rules and experiences have been cast aside. Four hundred and fifty miles of new streets have had to be constructed in twenty years to meet the demand of new business sections and residential districts. The public buildings constructed a score of years ago, supposedly for half a century, are ridiculously inadequate, and new sites and buildings are imperative. Systems and schemes of health and sanitation, carefully planned for generations yet unborn, have had to be abandoned, enlarged and multiplied many times in less than one generation. A water supply that seemed adequate for almost all future growth has long since proven inadequate, but by a wise foresight a plan for the future, startling in its boldness, will bring water from sources 240 miles away, near the snow line of Mt. Whitney, of the high Sierras, through mountains and valleys and over desert wastes to irrigate the orchards and gardens, generate power and supply domestic needs.

Los Angeles has reached the first period of city growth; it has business, commerce and wealth. It has a population where it would grow within itself, if the outside world did not continue to contribute to its substance and sustenance. An ample and pure water supply, the key to all populous centers, having been insured, she has proven that history reverses as well as repeats itself. Years ago the ancient city of Pisa was a seaport. Now it is an inland city.

Los Angeles was an inland city. Now it is a seaport of the Pacific. By an unparalleled procedure there has been annexed contiguous territory running to the harbor city of Wilmington, and the harbor and ocean front city of San Pedro, eighteen miles distant from its early center. And these two cities voluntarily abandoned their integrity and corporate entity to become an integral part of this ambitious municipality, the purpose being primarily to create a great Pacific Coast Harbor at the site of the absorbed cities of Wilmington and San Pedro.

And thus the pueblo of thirty years ago, with a Mexican settlement of a few hundred inhabitants, and an area of six square miles, has become the Greater City of Los Angeles, with more than 300,000 population, an area exceeding 90 square miles, running from the San Bernardino base line to the sea, more than 35 miles in length. The only cities exceeding it in area in this country are New York, Chicago, New Orleans and Philadelphia.

Thus having in a great measure reached the first period of a great city's growth, by the acquirement of wealth, business and commerce to support a great population, now comes the time to provide the handmaidens of wealth—literary, artistic, scientific and civic establishments, with centers of civic administration and intellectual life.

Los Angeles already has the reputation of being a beautiful city, and the stranger passing through its gates for the first time is so impressed, and carries in the mind this idea. What causes this impression? Is it wide, well-kept streets and boulevards? Is it handsome, well-proportioned public buildings, making a civic center? Is it galleries of art and museums, testifying devotion to education, art and science? Is it any of these things that go to make the city beautiful, other than its natural location and advantages? No. It is none of these. Then what is it that causes this impression? It is the private homes and gar-

dens, erected and maintained by the homeowner, with a striking and attractive architecture of those dwellings great and small, and the well-kept lawns and private grounds, with the perennial growth of trees, shrubs and flowers. It is the individual effort of the home builder, added to its natural and particularly climatic advantages, that has made Los Angeles appear beautiful to the stranger. Emphatically it is not the result of civic effort or official municipal patronage that has made the result. For with the single exception of the parks, there is no authentic result from systematic municipal effort.

Los Angeles is without a boulevard system, is without a library building, a city hall worthy of the name, a complete proper



MANY SUCH PARKINGS ARE TO BE SEEN AND SHOULD BE ENCOURAGED BY OUR CITIZENS

park system, or any of the main material features that go to make a city's pride. In city planning it has been woefully lacking. Its streets are too narrow, its breathing spaces are, in many respects, too few and unfortunately situated, or rather disproportionately located. The public buildings, such as they are, are wrongly placed, and insufficient for the public demand.

True, there is excuse for these shortcomings. The city is like a boy outgrowing his short trousers before his long ones are ready. But there comes a time in the life of modern cities, as in the life of the youth, when childish things must be put away. There must be comprehensive city planning, as surely as the youth must have long trousers. And in city planning you cannot begin too early. Every day's delay makes it more difficult because more ex-

pensive. It is now beginning to be fully realized by the thinking public that it is time for this city to adopt a wide, broad, extensive and consistent scheme of civic improvement along modern and well proven rules for city betterment, and along artistic lines; that it is time to turn a little from the practical to the esthetic, from business to culture; that it is time to take steps to add to the commercial accomplishments, the advance steps necessary to establish artistic, intellectual and scientific centers, for which nature has assisted by preparing an unsurpassed environment.

And after all Los Angeles is perhaps fortunate in not having heretofore attempted to provide herself with these municipal establishments, for it is hardly probable they would have been sufficient for the coming generation and ages. It would have taken inspiration rather than wisdom to have foreseen the progress and growth of this city in the last epoch.

A Plan for Los Angeles

Observing what is being done for Washington, Chicago, Cleveland, St. Paul, St. Louis, Denver, Baltimore and other important and ambitious cities of the country, in the way of artistic betterment, two years ago the Municipal Art Commission of Los Angeles secured from the City Council an appropriation which permitted the employment of Charles Mulford Robinson, the expert in modern civic art, to prepare a plan for beautifying and improving the City, upon artistic and practical lines.

Mr. Robinson came to Los Angeles and made a very careful study and examination of existing conditions, and thereafter formulated and prepared, in the shape of a written report, a very able, comprehensive and practical plan for the improvement of the municipality. This report was approved by the Municipal Art Commission and presented to the City Council, and was officially approved by that body. But unfortunately this action does not mean more than an endorsement of the ideas suggested by Mr. Robinson. His plan has not been ratified by the city authorities in a manner that means an irrevocable commitment to its provisions or any of them. Their action only meant that the City Council, the members of which have already gone out of office by the change of administration, thought the plan a good one, and at some



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ROBERT A. ROWAN
His optimism has inspired civic growth

SOME OF THE MEN WHO HAVE HELPED IN THE UPBUILDING
OF LOS ANGELES

future time, in some manner, when the time was ripe and municipal funds plentiful, some of its provisions would be further considered, and perhaps carried into effect. No appropriation in this behalf, except in one instance, has been made, and therefore the whole plan is practically in abeyance. Whether it will be carried out in whole or in part will depend upon the education of the public to its advantages, and the persistent zeal of those advanced public citizens who realize the value of such improvements, and keep alive agitation to secure them.

But in all fairness it should be stated that this lack of substantial aid and ample appropriations in behalf of beautifying the city, is due in part to the fact that Los Angeles has, in recent years, appropriated and issued bonds of over \$24,000,000 for its Owens River water supply referred to, and is about to vote other bonds aggregating over \$6,000,000 to be expended for a municipal electric power plant, and the improvement of the recently acquired Wilmington and San Pedro harbors. When these enterprises are completed matters of municipal art will doubtless receive due consideration.

In the meantime this plan for Los Angeles is the one concrete system for its people to work to. And while it is not expected that all of its suggestions will be carried out without some changes and modifications, its advantages must be continually impressed upon the public and governing bodies of the city. At the same time it may receive such modification and improvements as time and changed conditions require to be embodied.

As a matter of fact the adoption of the whole plan, with some slight changes, is advisable. It would be the best investment Los Angeles could make, not only to carry it out as it is, but have it revised so as to include improvements at Wilmington, San Pedro, Hollywood and the other newly annexed territory. And when consolidation of city and county government comes the plan should be enlarged in scope, so as to include the whole, upon the lines so admirably laid down.

In this plan for a city beautiful Mr. Robinson makes many minor suggestions as to street lighting, the correction of street irregularities, the beautifying of intersections, tunnels, waiting and public stations,

side parking, tree planting, school yards and playgrounds, all of which are valuable and should be kept in mind and carried out. But the principal features of his report deal with four great schemes:—(1) A union station and its approaches; (2) An administration center; (3) An intellectual, artistic and scientific center; (4) The treatment of parks and a boulevard system; which will be taken up in order and treated briefly.

The Union Railway Station and Its Approaches

Undoubtedly of paramount importance to the convenience of the people of Los Angeles, at this time, is the immediate location and construction of a union railway station. It is, in fact, an absolute necessity. Thousands of strangers are attracted to Los Angeles, but the facilities for handling the passenger traffic are totally and absolutely inadequate. Three transcontinental railway lines enter Los Angeles—the Southern Pacific, the Santa Fe and the Salt Lake systems, the latter being controlled by the Southern Pacific. All have small stations not very far apart. These railroad companies should be able to agree upon a passenger traffic arrangement which would make it very easy to concentrate their passenger service at one station.

It has been recommended that the union station be located upon the land now occupied by the Arcade Station, of the Southern Pacific system, at the terminus of Fifth Street at Central Avenue, the site to be enlarged to meet all requirements by the addition of adjacent lands; that Alameda Street be abandoned by the Company, and in return for this relinquishment it be given a right of way for the three lines directly East from the Arcade Station through the freight yards of the Santa Fe, and that practically a new approach for passenger trains be made to this site. Unquestionably it would seem that this locality, which is best adapted to the delivery of passengers entering the city and the centralization of the passenger traffic at this, the nearest available point to the business heart of the city, is most desirable.

The present railroad approaches to the city are very unattractive after the city limits are reached, and a new entry to the central station should be arranged so that passenger trains coming to the station would not enter the city as now. It would not be possible to select one that impresses

the stranger entering the city more unfavorably than the present route.

The street approach to the station, at this location, is provided for in this plan by the widening of Fifth Street, and making a plaza reaching from Central Avenue to Los Angeles Street, with provisions for the vehicular and electric and street car traffic, in an altogether admirable manner.

But so far as this part of the plan is concerned it is entirely embryonic, and it is almost idle to discuss it, from the fact that the site of the union station has not been selected by the Southern Pacific and Santa Fe Railway companies. Until these

certainly indefinite as to its purpose in this respect. An entirely different site may be selected, and no agreement for a union station be consummated. A different location will, of course, require an entire readjustment of the Robinson plan in an essential particular. But, considering the fact that Southern California has helped bountifully to enrich the promoters, builders and owners of the Southern Pacific Company, a great station, such as the traffic demands, should be at once erected, and the scheme for bettering and beautifying the approach, in connection with the same, should merit the liberal support of this



ENTRANCE TO THE MOST CIVICALLY BEAUTIFUL MEMORIAL PARK IN THE WEST

great corporations act definitely it is a mere speculation.

Some years ago, under a promise that the Southern Pacific would construct a new station at the present site of the Arcade Station, sufficient in size to fit the growth of the city and its passenger traffic, the City of Los Angeles abandoned Fifth Street from Central Avenue to the station, and gave to this corporation the right to use a very valuable strip of land. But since then nothing has been done by the Southern Pacific Company to fulfill its promise to erect a new station. The civic bodies and all classes of citizens have petitioned, and the City Council has demanded the performance of this promise for an adequate station or the relinquishment of the strip of land in question, but the Southern Pacific company is apparently unmoved and

great corporation, whose initiative would bring coöperation by the Santa Fe Company, and also cause the city authorities to do their part.

The Administrative Center

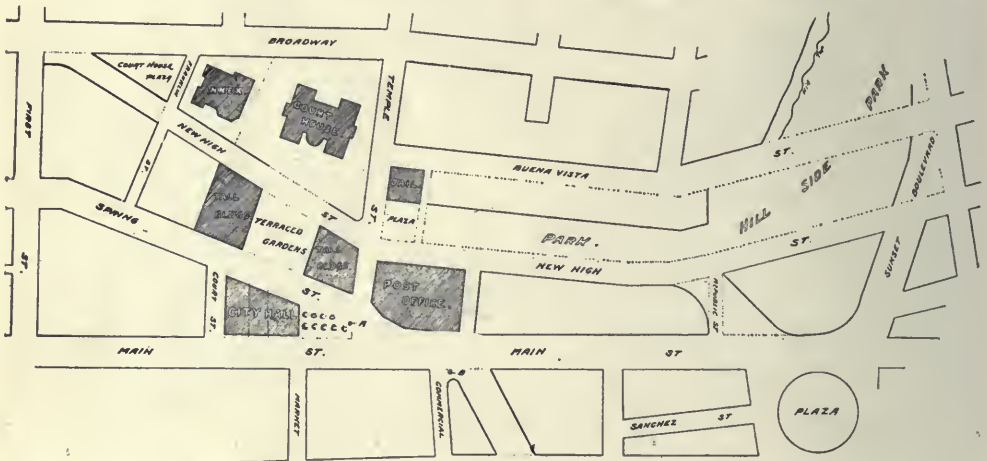
For the civic or official center of the City it is planned to make what has been known as the old Temple Block, at the intersection of Spring, Main and Temple Streets, the objective. The moving consideration fixing this site was the fact that the court house and post office and federal court buildings were already erected, or in course of erection in this vicinity, and, for this reason the location was to a great extent anticipated. The court house occupies a commanding position on an elevation overlooking the northern, eastern and southern portions of the city. The federal building, fronting

Main, Temple and New High Streets, is about being completed. But already it is considered too small; and where it was intended to house all federal officials, including the courts and revenue and customs officials, besides the post office department, it is considered only ample for the latter, and therefore the federal government should so adapt it and supply other buildings, at least one for the courts and another for the revenue and customs, and still another for a subtreasury. Sites for these latter buildings should be selected upon the property facing north on Court Street between Spring and Main Streets, and on the two corners of East Main and Market Streets.

the property facing the Temple and Bullard Blocks, to be utilized for building for governmental purposes, as the growth of the City may demand.

To connect the City Hall with the Court House and Hall of Records it is proposed to purchase the ground in line with the buildings between Spring and New High Streets and form terraced gardens, which would be an attractive linking of the two centers of city and county government.

This plan of the Municipal Art Commission provides for the continuation of New High Street to the corner of First Street and Broadway, and the purchase of the gore or triangle thus made on the south of the



PROPOSED ADMINISTRATIVE CENTER, ROBINSON PLAN

In this connection Franklin Street should be continued through the block from Spring to Main Street, and then this block facing Court Street would be admirable for the site of public edifices.

The suggestion is based upon the City Hall being placed on the site of the Temple Block and the Bullard Block and that part of Market Street between Spring and Main Streets. The city officials have already arranged to purchase Temple Block. But this site is not of sufficient area for the purposes of a City Hall, and it should be supplemented by the abandonment of Market Street and the purchase by condemnation proceedings of the Bullard Block, which was formerly the site of the old Court House, and was sold by the County about eighteen years ago, and is now occupied by an office building. In fact it would be a good investment for the city to purchase all

Court House site for a plaza and a Hall of Records. This part of the plan has been made impossible by the Board of Supervisors of the county purchasing a small area adjoining the Court House on the south, and providing for the erection of a skyscraping Hall of Records and official building for county and administrative offices. This was an unwise and ill-considered plan. It mars the symmetry of all possible treatment, and disarranges the whole scheme for the administrative center. It shuts out the Court House and overshadows its architectural proportion and beauty of lines, and sacrifices all idea of estheticism to doubtful convenience.

This foregoing incident shows the unfortunate result of dual government for city and county, where a city is under joint control. Concert of action between city and county officials would have prevented

such result, and this one act is the most emphatic argument for consolidation of the city and county government of the city and county of Los Angeles, which is the next great, forward civic step that will be taken by this ambitious community.

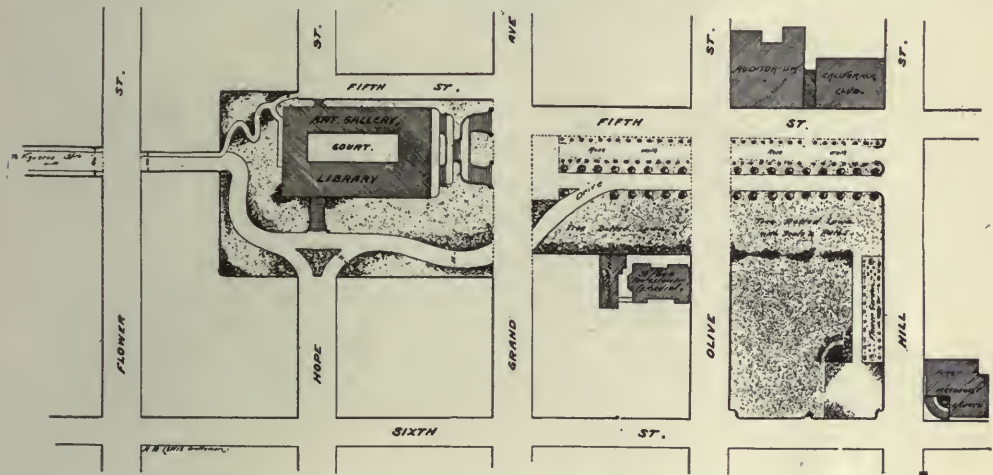
The Site for Library and Art Gallery

The proposed location for a public library and an art gallery is carefully and elaborately worked out in this plan, in connection with the proposed widening of Fifth Street from the Arcade Station and along the north side of Central Park, through the private property from Olive Street to Grand Avenue to the Normal School grounds,

land between these buildings fronting the park on Olive Street. This would, perhaps, be the very best site for a library in the city, so far as the convenience of the public is concerned, and fronting Central Park it would have the advantage of this open space for an architectural setting. Steps should be taken to acquire this property for a library site at once.

Character of Public Buildings

And right here it may be in order to remark that the architecture of public buildings is the most important note in the artistic development of the nation. Great progress is being made in this respect. The



PROPOSED SITE FOR PUBLIC LIBRARY AND ART GALLERY, AND APPROACHES, ROBINSON PLAN

which it is suggested be purchased from the State of California by the City of Los Angeles, as the site is too small for the demands of the Normal School. This is an admirable suggestion, but like the suggestions for the civic or administrative center, conditions have changed. The Water Department of Los Angeles has purchased the property at the southwest corner of Olive and Fifth Streets, and proposes to erect a building for the administration of this branch of the city's business. This blocks the scheme for connecting Central Park with the Normal School grounds with a plaza, and being a fixed purpose the best thing to be done is to have the building for the water department made a dignified, classic structure, to correspond somewhat with the business building on the northwest corner of Olive and Sixth Streets, and the City purchase for library purposes all the

Chicago Exposition set an example of architectural purity and consistency that is being imitated throughout the whole country. Unquestionably here in California the classic styles and orders of architecture should be carefully followed, and the language of Jefferson in a letter to Latrobe, in connection with the upbuilding of the National Capital, at Washington, should be a text. Said he:

"Embellish with Athenian taste the course of a nation looking far beyond the range of Athenian destinies."

The Parks and Boulevards

Los Angeles is rich in park area. Elysian Park, Griffith Park, East Lake Park, Hollenbeck Park, West Lake Park, Echo Park and Agricultural Park are all comparatively large parks and beautifully located, picturesque, and only need care and conservation. Besides these, smaller breathing

spaces and children's playgrounds are being added constantly by the effort of a very intelligent, earnest and industrious Playground Commission. Several other smaller parks, like Central Park, should be founded in other sections of the city not having parks, and these have been suggested. But it is understood that the New Park Commission, recently appointed, has under consideration a large scheme for the betterment of the parks, which will be impressive in its magnitude and completeness.

Agricultural Park has recently been taken over in part by the city, and a plan, now being developed for its improvement, by the aid of the state, county and city, should result in a great accomplishment.

The boulevards to connect the parks and different sections are well conceived, and fit in with the 307 miles of good roads provided by an issue of \$3,500,000 of bonds by the county. Together they will provide a wonderful highway scheme, connecting the City of Los Angeles with every town and city in Southern California.

Los Angeles River Improvements

Besides these main improvements covered by the plan under consideration, there are other important plans being formulated to make Los Angeles a more beautiful city. The plans for bridging and improving the Los Angeles River and the river bed, which were conceived and are being advanced by the Federated Improvement Association, are of significance.

This scheme of improvement includes a system of six basins of concrete; each basin to be 3000 feet in length and 200 feet in width across the top, separated by folding dams that may be lowered in times of flood to allow the waters an unobstructed passage through the basins. On either side of the basins the plan provides for a six-foot sidewalk and a thirty-foot driveway. At each dam is planned an ornamental bridge of reinforced concrete, for the purpose of providing a means for light vehicles and foot passengers to pass from one side to the other of the chain of lakes.

In connection with the landscape treatment the architecture of the plan is not neglected. On each side of the roadway there should be constructed a parapet wall of concrete, about three feet six inches high, above the roadway, the wall to be treated with pilasters at intervals of about thirty

feet. On the river side there should be a base at the foot of this wall of about two feet vertical before the incline at forty-five degrees begins, so as to provide a proper base effect for the wall from the water side. The bridges should be arranged to span the roadway, so that they can extend over the railroads on both sides, connecting with the streets or thoroughfares beyond, access to be provided from the roadways by stairways or inclines to the surface of the roadways above on the bridges.

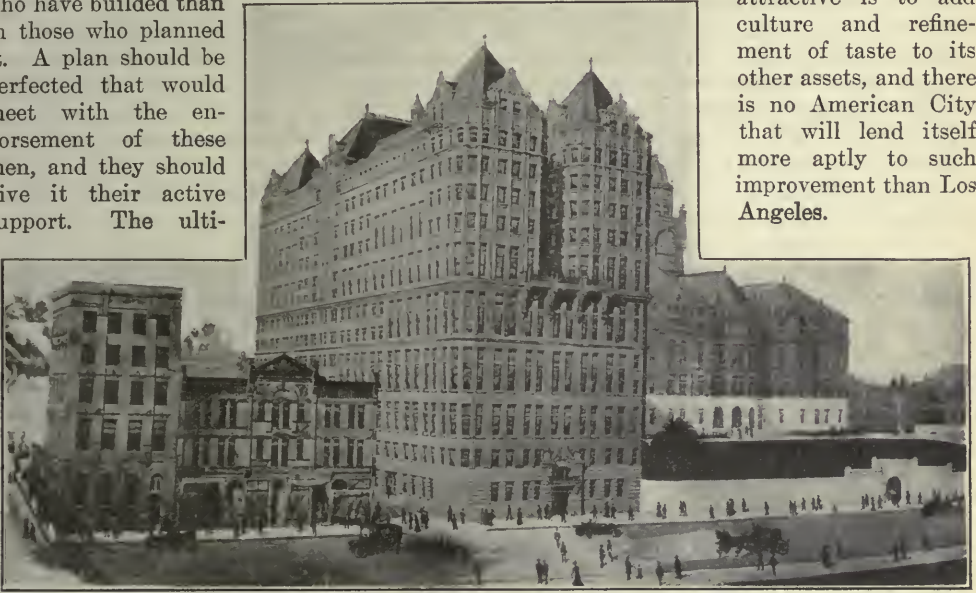
The scenic effect of the series of lakes is to be framed with trees and shrubs and verdure along the border and outside line of the east and west boundary of the official bed of the river. This will form a frame for the picture made by the lakes and act as screens to hide the unsightly commercial business and plants which line continuously the whole river bed on both sides from above the point beginning at Elysian Park to below Ninth Street. The driveways on both sides of the river will be made attractive thoroughfares, and be part of the boulevard system connecting the parks and parkways of the city.

In conclusion there is this to be added and reiterated: the city of Los Angeles by its authorized officials should adopt a permanent, comprehensive and definite plan upon which to construct and reconstruct the future improvements and betterments of the city. This plan should be deemed of paramount importance. The one herein considered should be taken as a basis, and the changes made to meet new conditions should be along lines laid down in it. It should be enlarged to provide for the like improvement of the newly annexed cities of Wilmington, San Pedro and Hollywood, and these localities should be connected with the principal civic centers by proper boulevards, and their features of individual attractiveness developed to the fullest. Trained thought and the wisdom of experience should revise and add to these plans. The present is the most opportune time for action. The city government, executive and legislative, is a reform, good government administration, composed of citizens of high class who have the confidence of the public. Positive action by Mayor Alexander and the City Council would go far to commit the future to the highest development of the natural advantages of Los Angeles from an artistic viewpoint.

In addition to this official action the interest and coöperation of the men who have been active in the upbuilding of Los Angeles should be enlisted. The community has been fortunate in the character of the enterprising men who have contributed so much to the great results achieved. The fact is, though, that the City has been more fortunate in the men who have builded than in those who planned it. A plan should be perfected that would meet with the endorsement of these men, and they should give it their active support. The ulti-

mate benefit to Los Angeles from such action could not be calculated.

In thus proceeding these officials and citizens would only be keeping pace with a national movement for the improvement of the physical conditions of cities, as well as for their better government. For it is fast being realized that to make the city attractive is to add culture and refinement of taste to its other assets, and there is no American City that will lend itself more aptly to such improvement than Los Angeles.



BUILDING FOR HALL OF RECORDS AND COUNTY ADMINISTRATION, SHOWING ITS OBJECTIONABLE PROXIMITY TO COURT HOUSE

The buildings on the left should have been condemned according to the Robinson plan for part of the Administrative Center.



Civic Development in Oklahoma and Texas

By Howard Evarts Weed

Landscape Architect

Readers of THE AMERICAN CITY will be interested in knowing that civic developments are making rapid strides in the southwestern states. As a rule such developments come very slowly, as is shown by the fact that American cities are only now awakening to the need of better living conditions. We have heretofore been satisfied with the mere making a living, a supplying of the wants of individuals. The community interests have been either left undone or attended to by the more or less professional politicians.

As our own cities lack artistic beauty, we spend millions annually admiring the beauty of Paris, Berlin and other European cities where civic beauty has been better developed. This fact shows that we appreciate the artistic and are willing to pay for it. It only requires a thoughtful study upon our part to become convinced that cleanliness and beauty as applied to community life, pay well from a strictly dollars and cents point of view.

The cities of Oklahoma and Texas have been peopled largely in recent years with enterprising citizens of the north and east. They have brought enterprise with them to their new place of abode, and realize perhaps more than others that the success of the individual is much dependent upon the success of the community. Thus it is that a majority are ever ready to put their shoulders to the wheel and push a good thing along.

Recently a Texas commercial secretary told me of the various industries he had located in his town during the last two years. I was certainly surprised and asked: "All this takes money; where do you get it?" He replied: "Why, I simply bone our business men for it, taxing each man his proportion." There was certainly but little "neuralgia of the pocketbook" among the business men of that town. And the town showed it. For here were miles of paved streets, new sewers, new waterworks and the beginning of a park and boulevard system that would be a credit to any city of double the population.

It is not my purpose to give figures relating to any particular cities. With many towns such figures would be out of date before they were cold. And it is not "mushroom growth" either, for when a town builds cement sidewalks, asphalt streets, boulevards and buildings of steel construction it looks like permanency. In Oklahoma City there are asphalt streets all over the residence districts. The city eyesores are being done away with as rapidly as can possibly be expected. Through the efforts of the President of the Park Board, W. H. Clark, a park and boulevard system is being constructed that would be a credit to any city of a million population.* The boulevard is now being graded. It surrounds the city averaging $3\frac{1}{2}$ miles from the center and is thirty miles in length. It will be ready for the national automobile races in twelve months.

The Mayor of Tulsa, Okla., recently made the remark to me: "I moved here from Colorado four years ago." I asked: "Well, how does a man get elected Mayor when he has only lived in the town four years?" He replied in surprise: "Why, I am one of the oldest settlers here." And yet Tulsa has one of the finest hotels of the country, fine brick pavements on all the leading streets and practically all modern improvements, with many residences costing from thirty thousand up.

Muskogee, while an old settlement (my grandfather lived there from 1837 to 1842), never was more than a settlement until five years ago. Yet now we see office buildings of steel construction, pavements on practically all streets, cement sidewalks and the other things which go to make life worth the living. It was only last April that a start was made with parks, yet they already have quite a park system, and work has been planned for a boulevard system.

Lawton, Okla., while only a small town, has recently had a series of civic improvement lectures. These were given under the

* Described in The American City, Vol. I, pages 121, 122.—Error.

direction of the Chamber of Commerce and were very largely attended, resulting in a great civic awakening. Several parks are in prospect and the appointment of a city forester is being considered.

Other cities of Oklahoma—Enid, Shawnee, El Reno, Chickasha, Guthrie, Pawnee—are making similar strides in civic work. Of course all these cities need what they are getting, as is always the case with new towns. In Okmulgee the Woman's Club has undertaken the management of a new eighty acre cemetery, the improvements to which are now under way. Improvements to school grounds are being made in many places, and a start has been made toward the establishment of children's playgrounds.

But in nothing has greater education taken place than in the planting of shade trees, both on streets and home grounds. Heretofore the hackberry has been practically the only variety planted. The method of "planting" these trees has been to dig them from the forest, cut off all the top to correspond with the loss of all the roots, and then to stick the pieces of wood in the ground. Fortunately most of the trees planted in this way die. Now through the passage of state laws requiring an inspection of all trees and nursery stock offered for sale, this method of planting is giving way to a better system. Only nursery grown trees will be planted in the future, and the people are beginning to realize that in the pecan they have a hardy tree which makes the best possible shade for both street and lawn. By cutting the tap root of the trees when young, the nurserymen are enabled to obtain trees with a good lateral system of roots, with which support they may be readily transplanted with success.

Texas has an older civilization than has Oklahoma. For a number of years some Texas towns have stood still, while others have greatly advanced. San Antonio, one of the oldest cities of the United States, has gone along in a so-so fashion for many years. But it is now about to push forward in civics through a recently organized Civic League. The League has already a large membership and the pushers of the organization are composed of the leading business men who have been accustomed to see things move along. Under such leadership much good will undoubtedly be accom-

plished. A widening of several business streets is under consideration, and a civic center is being talked about. Work on a new cemetery has been started.

Waco has stood still in population for ten years, but now several parks are under consideration, and a bond issue for park purposes is soon to be voted upon. For ten years past Waco has been noted for the neatness of the city conditions.

Victoria, in southern Texas, has been apparently asleep civically, and in this respect has needed new life. But now the awakening has taken place, the business district is being rebuilt, a Commercial Club has been organized, a new railway is promised, and a new park is under construction. This town of ten thousand has seven millions on deposit in the local banks.

Tyler has been dead, but a new court house and a new civic league promise much for the town.

Houston advances by leaps and bounds.

The story of Galveston is too interesting to be spoiled here. It needs a separate article. It was here that commission government had its birth, and Galveston's advancement is the greatest argument put forth in favor of such government.

Beaumont, seven years old, has its paved streets, a small but lovely park and other civic advantages.

Port Arthur, three years of age, has a hotel of which any city might well be proud. Its leading citizen—"bet you a million"—stands ready to furnish the capital for any legitimate enterprise that will stand an investigation. All he asks other than this is that the man putting forward the enterprise be honest and sober.

And so this story might be continued indefinitely. Many of the cities of the East and North could well take lessons in civic progress from any of the towns of Oklahoma and Texas. Too often when one little improvement is started the people are satisfied. They stop for a rest, thinking that that is enough for the present. Later perhaps something else may be undertaken. Five years ago I visited a small town of the central states, which contained no improvements whatever,—no sidewalks except a few planks, no pavement, no sewer, in a word "nothing." Recently I made a return visit, and one of the leading citizens swelled up with pride when he said: "We have cement sidewalks in our town since you

were here." And I replied "My word! Are you satisfied with only that?"

Environment has more to do with shaping character than has heredity. We are all influenced by our surroundings. Civic beauty is not a question of cost nearly so much as it is of inclination. Once we wake up to the fact that cleanliness and beauty have a marked effect upon our daily lives and the pleasure we get out of life

we will realize the importance of attention to civic beauty. Our surroundings are a matter of individual choice, and the world is large enough for each to select just that locality and condition which best suits. We will make for ourselves a lasting monument in helping to make the world brighter and better for our having lived therein by doing our part in the civic improvement of our community.

A New Policy for Boards of Trade*

By Col. Isaac M. Ullman

President of the Chamber of Commerce of New Haven

The indifference and apparent lack of interest on the part of this Chamber in matters of local interest should be at an end, in my judgment. As I view it, this body should not only be a Chamber of Commerce and a Board of Trade, but it should be essentially and preëminently a civic organization, having for its aim and purposes the advancement of all matters which make for the material improvement of our City and the betterment of the economic and social conditions of our people.

To accomplish these purposes, however, and to do effective work, two things are absolutely necessary. These essentials are a greater membership and larger funds with which to perform our work properly. The success of our efforts in the first of these two essentials will in a measure help bring about the second of them.

This Chamber should be the body around which may rally all citizens of our community who have within them that measure of civic pride in the well-being of our community, which every good citizen should have; and to this end I personally would like to see merged with the Chamber of Commerce all bodies organized for the betterment of local civic affairs, such as the Committee of One Hundred and the body organized by Prof. Henry S. Graves for the preservation of the trees of New Haven.

In making this suggestion, I do not wish to be understood to intimate in the slightest degree that these associations have not done

or will not continue to do good work. On the contrary, I have only words of praise for the splendid public spirit shown by the members of these organizations, and I am merely expressing the belief that if we could have the combined effort of all public-spirited citizens present in this organization, we would have an efficient body capable of exerting a great influence for the good in all matters of local interest and concern. * * *

In our efforts to secure new enterprises, we have in a measure I believe, been pursuing the wrong policy and have been working from the wrong standpoint. While we should continue unabated our efforts to secure new industrial enterprises to locate in New Haven, and should seek to have people come here to reside, we should, in order to more easily accomplish this, endeavor to make the City of New Haven so attractive, both as a residential and as a manufacturing center, that its very attractiveness will invite the manufacturer and the citizen of other communities to come among us and become a part of our industrial and social life.

This attractiveness can be secured if we see to it that this City has a most excellent school system; that it has well paved and well lighted streets; that it has a capable and efficient health board, with the necessary powers and facilities to enable such board to protect and to conserve the health of our citizens; that our beautiful trees are preserved, so that our City may continue to be known in the future, as it has ever been in the past, as the "City of Elms;" and withal

*Extracts from President Ullman's Annual Address.

a rate of taxation as low as is consistent with the needs of a live and progressive community. In short, we should try to make it, as nearly as we can, a City Beautiful in fact.

This, gentlemen, I believe, should be our first concern; and if we can accomplish this, as I feel sure we can if we all do our part

in the work, many who are now strangers to our community will soon become our neighbors; the manufacturer will more readily come and locate his establishment with us, and we shall witness a growth of our City which will be as gratifying as it is necessary, if we hope to retain our prestige as a community.

Good Government Fund of Los Angeles

The most serious matter in connection with reform movements and movements for good government is the financing of them. There are many good citizens, men of ability, who are willing to devote a good deal of their valuable time to this work and to contribute liberally to campaign funds besides, but they balk when it comes to going, hat in hand, literally begging for funds which are doled out, grudgingly in many cases, by men who do practically none of the work and, by reason of their large interests in the community are the principal beneficiaries of it.

It so happens that citizens who are able to and do give generously to the financing of movements of this kind, while quite limited in number, are called upon on every occasion. It is not only bothersome for them, but also for the solicitors, to have to take up such a matter every time the necessity arises.

Reason for Organization

The fact that it would be more business-like and a great relief for all concerned if each one of these generous givers would agree to pay such an amount as he would expend annually into a fund, to the trustees of which all applications of the kind mentioned could be referred, and who could either assist or turn down a proposition, as their judgment would dictate, gave rise to the organization on February 23, 1909, of the Good Government Fund of Los Angeles City and County.

Applications Granted

The first application for funds granted by the Good Government Fund was for the support and maintenance of the People's Lobby at Sacramento during the last session of the Legislature. The Good Government Fund was asked to finance the recall cam-

paign against Mayor Harper and for the election of George Alexander, as mayor, and furnished about nine-tenths of the money that was needed for that campaign.

Amount of Fund

The fund at the present time has about seventy annual subscribers, who agree to pay their annual subscriptions in equal quarterly installments, until further notice, and has a guaranteed subscription to date of \$17,000 per year, which should be doubled.

Such a fund would be able to furnish all moneys needed for good government purposes in Los Angeles City and County, and it is the intention of the Good Government Fund to finance every worthy enterprise for good government in this county.

Work to be Supported

There are many varieties of civic work that from time to time require financing and that lag on account of the lack of funds.

A faithful public prosecutor may find his work hampered by reason of the lack of a comparatively small fund for secret service work. There are many branches of our municipal affairs where secret service could well be employed.

Leagues for direct primaries, anti-race track gambling, direct legislation, and the like, need to be financed.

Such worthy organizations as the Municipal League of Los Angeles and similar organizations occasionally find their funds depleted on account of extra and unlooked for expenses, and should be assisted. In the circulation of the charter amendment petition alone the Municipal League expended considerably over a thousand dollars, and the City Club spent over \$1000 more (which was raised with great difficulty), in the successful campaign which it made for the adoption of some of the amendments.

The circulation of petitions for the recall of an unfaithful public officer and a campaign for the election of a candidate in opposition to the incumbent is expensive, and on proper occasions the money for such work should be forthcoming in a lump sum, without loss of time or the solicitation of individuals.

Worthy political movements have to be financed and require a good deal of money.

Municipal Research

The societies for municipal research which have been organized in several eastern cities have proven of immense value in the prevention of leakage, waste and extravagance in municipal business. In New York City alone it is estimated that \$3,000,000 was saved to taxpayers last year by the Municipal Research Society active there. It would certainly pay as a business proposition to carry on and support such a work in Los Angeles, which should probably be done under the supervision of the Municipal League.

Other instances of the necessity of raising money for worthy movements could be cited, but those given are sufficient for the purpose.

Sources of Funds

The work for good government must be financed by private individuals. No public funds can be used for that purpose. The work cannot be well done unless it is properly and generously financed. Great reform movements in other places have always been so backed up. It is well known that the cleansing of San Francisco, for instance, is due almost entirely to the generosity and patriotism of Rudolph Spreckels, and the recent revelations of municipal graft in Pittsburg, which undoubtedly will result eventually in good government for that city, could not possibly have been made unless an immense secret service fund had been guaranteed and created beforehand.

It is not right or desirable that the load should be borne by one man, and if the

work is to be done here as it should be done a number of men who can afford it should collectively agree to contribute the necessary funds.

Will Encourage Reform

The announcement that this permanent fund has been raised for the purposes named should have a wonderfully encouraging and stimulating effect upon the forces for good government in our city, and a correspondingly depressing effect upon the forces for evil which have long recognized the weakness of reform movements on account of their general lack of financial support while venal politicians have no difficulty in securing large contributions from predatory and privilege-seeking interests.

It is not contemplated that the Good Government Fund shall do anything more than raise and disburse money. The actual work to be supported would be done, as at present, by other organizations.

Practical Patriotism

Viewed strictly as a business proposition, the raising and wise expenditure of such a fund would pay. From a moral and patriotic viewpoint it is at least equally important. Men do not hesitate to give large annual subscriptions and endowments to charitable and philanthropic institutions, but the important benefits to the state arising from the liberal support of governmental reform seem not to be generally recognized. It is fully as important that crime, poverty and disease be prevented as it is that the unfortunate victims be assisted after the event.

The New York Independent says:

"The political chiefs of American cities have for a hundred years so conducted government that it destroyed babies' lives, poisoned milk, manufactured sickness and industrial inefficiency, because neither these officials themselves nor their blind partisan followers nor the forces of righteousness have realized the connection between misgovernment and wretchedness, sickness, crime, poverty and industrial disorders."



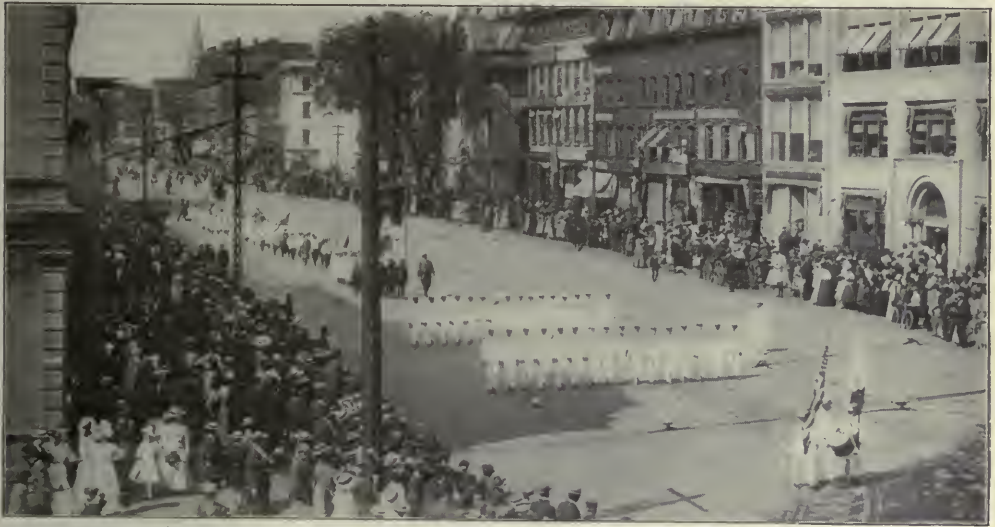
How a Sane Fourth Campaign Was Won

By Edward A. Moree

Forty-five mayors sent delegates to the Pittsburg congress of the Playground Association of America last May to further the rational celebration of the Fourth of July. In summing up the points brought out in the meeting, the secretary said:

"Much valuable constructive work has been done and is being done in the endeavor to find a suitable celebration to substitute for the traditional one. We, here, would call special attention to the kind of work that has been done in Springfield, Massachusetts, during the past seven years along this line. We indorse this work as resulting in celebrations that are safe, appropriate, inspiring and educative, and we

With this impetus the prospects this year for a long step toward general improvement are exceedingly bright. President Taft and 21 governors have assured Mrs. Isaac L. Rice, president of the Society for the Suppression of Unnecessary Noise, that she could count on their coöperation, and the following cities are already making plans for saner celebrations: Chicago, Ill.; San Francisco, Cal.; Pittsburgh, Pa.; Indianapolis, Ind.; Washington, D. C.; Newark and Camden, N. J.; Albany, N. Y.; Detroit, Mich.; Toledo, Ohio; Springfield, Lynn, Newton, Easthampton, Westfield, West



FOURTH OF JULY CELEBRATION, PITTSFIELD, MASS.—SCHOOL BRIGADE

believe that such celebrations combine important lessons in civic coöperation and community life.

"We believe that the way a nation celebrates its holidays is one true test of its civilization. We hold that a true conception of Independence Day is equally appealing to people of all races, and that celebrations such as have been considered are on a level worthy of the day that is being celebrated.

"We discountenance the use of dangerous explosives, such as dynamite, and the use of pistols and revolvers in the celebration of Independence Day and other holidays."

Although the meeting occurred late in the year, at least eighteen cities took up the movement and had bigger and better celebrations than they ever had before.

Medford, Malden and Pittsfield, Mass.; Hartford and New London, Conn.; and Portland, Ore.

The Pittsburgh conference brought out prominently the constructive principle that any movement for a saner celebration of the Fourth of July, in order to be successful, must aim at more than the suppression of the promiscuous sale and use of dangerous explosives. In Springfield and Washington, for instance, where something better was planned to take the place of the old style celebration and where practically the whole community was interested in the plans, the campaigns became municipal movements.

This article, however, will not attempt to deal with details of celebrations. The effort here is to show what was done in one city to arouse public opinion to an appreciation of the importance of a change. This city, situated in the Middle West, was fortunate in getting an early start. The premature explosion of an experimental lead pipe cannon early in March nearly cost the son of a prominent citizen his right hand. The father had been interested several times in campaigns for a saner Independence Day celebration, but they had usually started in

get them to agree to help organize a central campaign committee.

2. To organize the committee with representatives from all the wards, churches and social organizations.

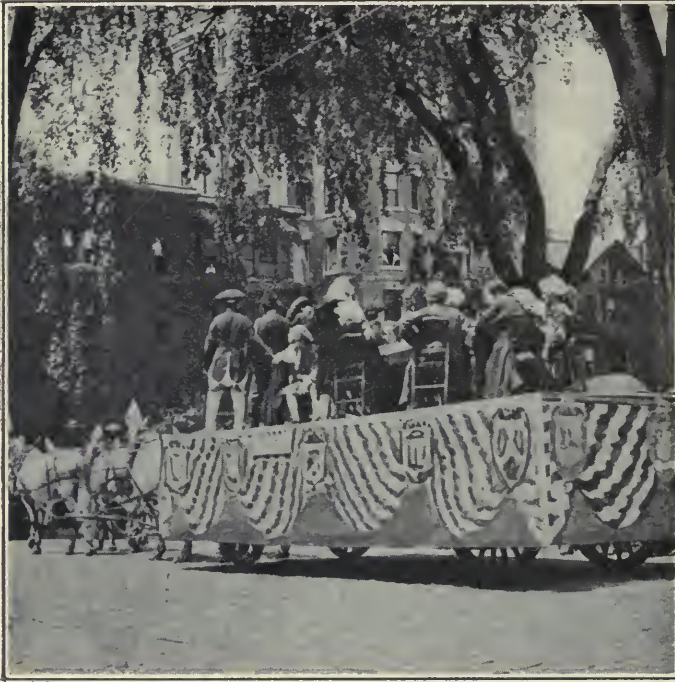
A doctor, a lawyer, a newspaper editor and a merchant were at the first meeting. The man who called it was a retired manufacturer and members of his family were social leaders in the "silk stocking ward." The physician was prominent in the profession, and his name at the bottom of a letter to other doctors interested a majority of them in the campaign.

The lawyer was equally successful with the members of his profession. There was keen rivalry among the newspapers of the city, and it was deemed wise to have the merchant rather than the editor call upon them. The editor, however, reached the politicians and city officials effectively, and the appeal of the retired manufacturer obtained promises of active coöperation from most of the society women of the city.

Thus after three days of personal visits, letter-writing and telephone calls, the original five were assured a large and influential attendance at their first meeting; so they were ready to send out the announcement and to give out for publication a statement of their

purpose. Up to this time, however, nothing of the movement had been printed. The editors had been requested to keep it quiet until the first meeting was announced.

Previous to this the editor member of the committee of five had enlisted the services of the star reporter on a morning paper, who for a small salary agreed to devote his late forenoon and early afternoon to handling the publicity. It had been decided that the movement, especially in its early stages, was to be almost entirely a newspaper campaign. A practical newspaper reporter as an adviser and to prepare statements, inter-



SIGNING THE DECLARATION OF INDEPENDENCE—ONE OF THE FOURTH OF JULY FLOATS AT SPRINGFIELD, MASS.

June, too late to accomplish much. The desirability of a change was brought out this time early enough for a fair start.

The odor of phenol was scarcely out of the house when the father called together four of his friends, whom he knew to be "doers," to consider ways and means of pushing a campaign for a Fourth of July celebration that would increase interest and patriotism, and make lead pipe cannons unattractive. This meeting decided to do two things to get the movement on its feet:

1. To interest every public official and public-spirited citizen in the movement and

views, advertisements, and in general to keep in touch with the newspapers, was therefore found a necessary adjunct.

Such excellent results came from it on the tryout for the first meeting that it was decided to keep the reporter in charge of the publicity. The newspapers, it was found, appreciated having the material come to them on time and in usable form, and were able to give increased space because it never reached them too late to be set up. The reporter knew, for example, that afternoon newspapers go to press about three o'clock, and that morning papers should have a story in the office by ten in the evening in order to give it adequate treatment. He always had copy for the afternoon papers ready to be given out not later than noon. He knew from experience that if a story was delayed beyond that time it would be better to hold it up until the next day or give it to the morning newspapers.

He always had all statements typewritten, and enough copies ready for the reporters when they called. This was found to insure correct publication of facts and saved time for both the committee and the reporters. It was true that some of the prepared statements suggested questions for the reporters to ask, but the publicity man tried to have every possible question covered in his copy.

The city where this campaign was worked out was near a larger city, the newspapers of which devoted considerable space to the news of surrounding towns. The publicity man knew all the correspondents of these papers, and treated them exactly as he did the representatives of the local press. Most of the correspondents worked on local papers, so this was easy. The publicity man saw to it that they got enough copies of the press material to supply not only their home papers but their out of town papers as well.

The press agent did not allow the bare

announcement of the first meeting to suffice. This furnished a news basis upon which he built a strong argument for a "new idea" celebration. He did this through interviews with members of the original committee, telling what had been done in other cities for a more glorious day and who had promised their support in this movement.

The publicity man had gathered copious statistics from which he prepared these and later statements and interviews. He got much of this from reprints of articles from the Journal of the American Medical Asso-



BOYS' BRIGADE—FOURTH OF JULY AT SPRINGFIELD, MASS.

ciation in Chicago, and various other pamphlets* which had been prepared for distribution to organizations interested in spreading the movement.

Every day after the announcement of the first meeting the publicity man had a story to give out, seeing to it that the morning papers had something new to "freshen up" the afternoon story, and treating the after-

* There is a great deal more of this material available this year than ever before. The Society for the Suppression of Unnecessary Noise has turned over to the Department of Child Hygiene, Russell Sage Foundation, 1 Madison Avenue, New York, several pamphlets for distribution to organizations that can use them. The Department has also prepared for distribution at cost, several other pamphlets containing suggestions and statistics that will be found useful in such a campaign.

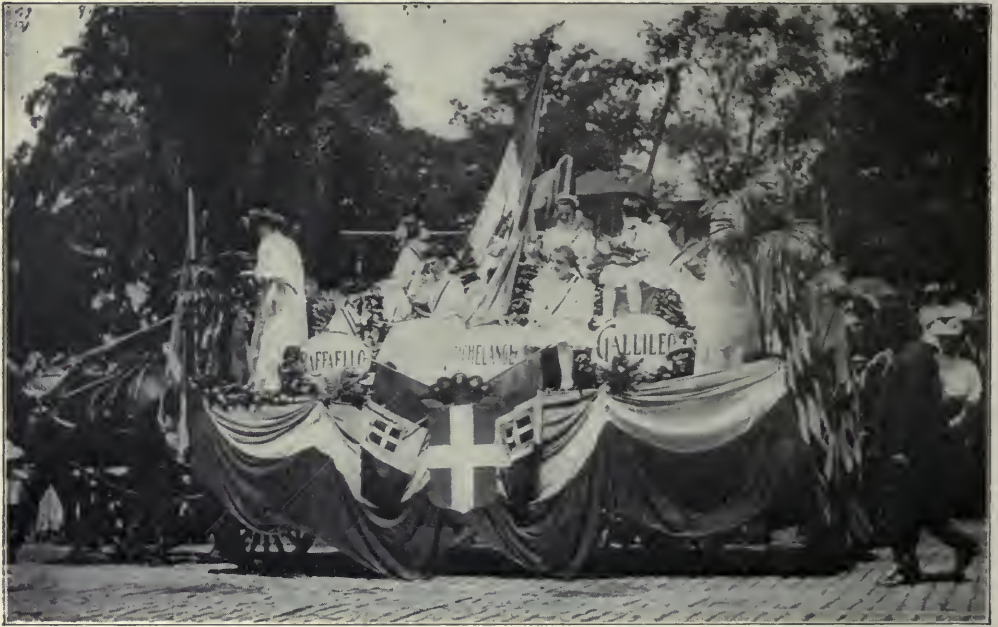
noon press in the same way. Those who had promised their support and were planning to be at the meeting for organization were never allowed for a day to forget it.

Practically everyone invited to the meeting was there, and a central organization of three hundred was formed. It was decided to name the organization the Independence Day Association, rather than the Sane Fourth Committee or something that would be likely to arouse boyish antagonism. The meeting also elected an executive committee with power to carry on the whole campaign, and this committee became the

organize ward associations that would co-operate with the central body.

The expense up to this time had been borne by the original five. This had not been a great burden, and the thirty dollars for printing, postage, and a week's salary of the publicity man had been cheerfully contributed. Now, however, the financial problem became pressing, for the initiation fee was so small that it did not go far.

At the first meeting, however, a financial secretary had been elected, and to her fell the responsibility of raising funds. She was a resourceful, energetic woman, known



FLOAT CONTRIBUTED BY ITALIANS—SPRINGFIELD, MASS.

campaign committee. A small initiation fee was charged so that the members had a financial interest in the Association.

The meeting had been well planned, so there were no annoying waits for resolutions to be introduced and seconded. Every resolution and step in organization had been allotted to some one, and the meeting completed its business with a neatness and dispatch that inspired confidence. The officers had been decided on at a conference, and all those on the slate had agreed to accept. This put the management of the campaign in competent hands. Ward committees were appointed to look after the affairs of the Association in various localities, and to

for her executive ability. She had a large circle of friends among persons who could afford to contribute considerable sums, but she realized the desirability of interesting financially a large number in the movement.

Tag day was suggested, but that admirable publicity and financial scheme had been worked so often that it was decided not to try it again.

The publicity man was consulted, and he prepared a story showing the saving a big municipal celebration would mean to parents, both through decrease in accidents and because they would be called on for a smaller expenditure for fireworks. He made a post card canvass of five hundred fam-

ilies, and found that the average expenditure for fireworks was \$3.00. Then he showed that by contributing a third of this sum to the Independence Day Association every family in the city could have a hand in making the Fourth of July a more enjoyable and safer day than the city had ever seen. This story was followed up by interviews with the Mayor and other city officials. The newspapers printed appeals and published lists of the contributors, and these became regular features in all the papers.

All this produced excellent results, but as a means of bringing the movement still more directly before the people this card was printed and given to factories in quantities to be put in pay envelopes:

**YOU PROBABLY SPENT \$3.00 FOR
FOURTH OF JULY
FIREWORKS LAST YEAR**

**There will be a Bigger and Better Fourth
this year if you will help.**

You will save money by sending \$1.00 to the INDEPENDENCE DAY ASSOCIATION, No. 20 Blank St., and do your share in making our next Fourth of July a more glorious day.

A card with holes in it for mailing coins was circulated through the mails and given out in the theatres, churches, and at all other public meetings. On the back was printed a similar appeal.

These plans brought in over \$4,000, and this would have covered the expenses. A much larger celebration was made possible, however, by an incident which occurred early in the campaign, and which for a time seemed likely to prove disastrous. Seeing in the movement an opportunity for personal note, an alderman introduced an ordinance in the City Council prohibiting absolutely the sale and use of fire crackers and other dangerous fireworks. This aroused bitter antagonism to the movement on the part of the fireworks merchants and some of the "spread eagle" politicians who thought that one way to show they were of the people was to assume a benignant attitude toward boyish folly on the Fourth of July.

"Let the boys have firecrackers, the bigger the better," said one. "I had them

when I was a boy. Just because a lot of male old ladies don't like a little noise, we have got to rush in and spoil the best day of a boy's life. If firecrackers prove insanity, I for one want to be insane."

This sort of argument seemed likely to do great damage to the campaign, but a member of the executive committee had a friend of the movement introduce a substitute resolution which restricted the time for the sale of fireworks, but did not abolish it entirely. This was passed, and the Council also passed a resolution commending the efforts of the Independence Day Association, and appropriating \$2,000 toward defraying the expenses of a sane celebration. This effectually quieted the opposition.

School children are always one of the most effective means of spreading publicity, and the committee worked out a plan to interest them in the movement. Each classroom was organized into a drill company. For five weeks before the summer vacation began school was dismissed ten minutes early three afternoons in the week, and the children were given instruction out of doors in simple drill formations. The problem of keeping up the instruction and keeping the companies intact after the school was dismissed for the summer vacation was not a difficult one, for interest in the celebration had been thoroughly aroused by that time, and a regiment was organized by National Guard officers.

The company officers were selected, wherever possible, on the basis of class standing. Thus, instead of proving a menace to school activities at the critical examination period, the drill became an added incentive to hard work, and the outdoor exercise made the pupils better fitted to do it.

The teachers whenever possible discussed the plans for the celebration with the parents, and through the pupils every parent took an active interest in the movement. Thus even those unable to contribute financially were drawn into the campaign. Planning for simple uniforms aided in this, but care was taken to have them inexpensive and not to make it a financial burden on any parent. Cheesecloth for the girls and cambric for the boys were used successfully. The uniforms were provided by the committee in all cases where the parents could not afford them.

Everything in this connection was done

through the school authorities or with their sanction.

Meanwhile the direct publicity campaign went merrily on. The press agent, from statistics collected by the Chicago Tribune, prepared the following poster:

ARE YOU IN THE INDEPENDENCE DAY
Campaign for
MORE PATRIOTISM AND LESS NOISE?

EVERY MINUTE OF JULY 3, 4, 5
Last Year
TOOK TOLL OF 1 DEATH
or Serious Injury.

We can have a bigger and better day this
year, a day with more patriotism and less
danger, if you will help.

ADD YOUR \$1.00 SUBSCRIPTION!
Independence Day Association,
No. —, Blank Street.

The message of this poster was shouted at the people of the city from every possible point. Billboards were used,* window-cards were printed, and cards were put up in street cars. Street car accidents are numerous during the ordinary celebration, and the companies were anxious to foster a movement that would mean more traffic and less likelihood of accident. But the most effective use of the idea was in newspaper display advertising. The fairness of giving the newspapers a large portion of the money devoted to direct advertising appealed to the executive committee, and contracts were made at the regular charity discount rates for space three times a week. The advertisements were changed at least once a week. The editors appreciated this broad-minded policy, which is unusual in movements of this kind, and responded with increased space in the news and editorial columns.

Wherever it was possible, small neighborhood meetings were held, but this feature was not overworked to the point of staleness. They were held chiefly for the discussion of neighborhood plans for the celebration, and the ward committees always mapped them out in advance so that they resulted in definite action.

*Not such a bad idea—to let one nuisance help to abate another.—EDITOR.

The executive committee early in May planned a series of public meetings, with leaders in the movement in other cities as speakers. The publicity man made these meetings potent factors in getting the new idea Fourth before the public. The display space in the newspapers, window-cards, streetcar cards, newspaper articles, and all other legitimate methods of advertising were used. For the first big meeting the following scheme for making the meeting effective was used, and adaptations of it were made for all other big meetings of the campaign:

A carefully prepared "form" letter was multigraphed on the personal paper of one of the most influential friends of the movement. These were signed personally and addressed individually to two or three hundred of the leading people of the community. The letter told of the purpose and importance of the meeting, and asked each person to be present.

Prominent people were asked to write to the newspapers, calling attention to the importance of the movement and the desirability of having a large crowd at the meeting.

Important literature on the movement was sent to the leading people of the city.

Four or five illustrated articles were published in the local papers, showing what other cities had done, particularly cities of the same size.

Carefully prepared copies, or abstracts, of what was to be said were furnished to the editors at least 24 hours before the meeting. These were marked to be released for use *after the address, stating the time of the meeting and the date.*

A full discussion of the speaker was given to the newspapers, bringing out what he had done, his writings, etc.

In order that the speaker might be able to make his address more useful, he was furnished in advance with all the information about the local situation that was obtainable.

A reception was given to the speaker in the afternoon by the leading woman's club of the city. It was carried out in a way to demand the attention of the society people. The speaker of the evening made a short address.

It was arranged to have the speaker meet at luncheon the members of the Board of Trade, the Chamber of Commerce, and the Commercial Club.



FLOAT CONTRIBUTED BY SCOTS—SPRINGFIELD, MASS.

At the evening meeting, *brief* opening addresses were made by the Superintendent of Schools, a leading physician, a Protestant and a Catholic clergyman, and the Park Commissioner. The Mayor presided.

A few of the leading men of the community were seated on the platform, and *this was noticed in the papers beforehand and afterwards.*

A message was secured from the Governor of the state, to be printed in the papers, read at the meeting, and printed with the report.

A meeting of the physicians of the city was called by the leading medical society for the following morning, and the speaker of the evening remained over to give an address.

Some of the meetings later in the campaign were supplemented, before the evening address, by meetings of clergymen—Protestant, Catholic and Jewish. Meetings at the close of school, of the teachers and principals of the schools, called by the Superintendent of Schools, were found most effective. Conferences with committees actually doing the work for the discussion of practical details were also arranged whenever possible.

To all local speakers the committee supplied copious material, such as programs used in other cities, and statistics on deaths and injuries in ordinary celebrations.

The committee in every way possible tried to give the speeches a constructive bearing. All of them that came under their influence and all the interviews that were given out contained suggestions for making the "new idea" celebration attractive. The goodness of the new was pointed out in preference to the badness of the old.

Not until the middle of May, however, was a program presented. Then the work of developing its details was turned over to various committees, and the ward committees were drawn into closer affiliation with the executive committee by making them responsible for certain features of the celebration.

Care was taken to have the program well within the resources of the organization. It was made as elaborate as possible, but not so extensive as to make difficult the successful carrying out of a single feature. An uncertain step in the beginning would have resulted in injuring the cause in future years.

The newspaper and other advertising was now changed to read something like this:

PLANS FOR THE FOURTH.

**BLANKTOWN THIS YEAR WILL HAVE A
CELEBRATION
with
MORE PATRIOTISM AND LESS NOISE.
PART OF THE PROGRAM.**

Forenoon

Parade
Games
Yacht Races
Rowing Races

Afternoon

Band Concert
Boat Races
Tub Races
Swimming Races

Evening

Band Concert Municipal Fireworks

**THE GLORIOUS FOURTH NEED NOT
MEAN
Noise and Danger
WE WILL CELEBRATE OUR INDE-
PENDENCE**

Without Killing and Injuring People
Independence Day Association,
No. 20, Blank Street.

The committee that conducted this immensely successful campaign drew out of their experience the following "don'ts":

Do not forget that newspapers have things to sell, such as advertising space and

job printing. (Advertise as much as possible through display space in the newspapers, and give all orders for job printing to the newspaper job offices, dividing it as equally as possible.)

Do not make the campaign a crusade of one newspaper. (It is public property and all press material should be given to every newspaper.)

Do not have the campaign originate in a church, a lodge, a church society, or any other organization of segregated influence. (If it has originated there, it should be removed immediately from such a prolific source of jealousy and criticism.)

Do not forget that saloon men have great influence in the community. (If possible, get the most prominent liquor dealer in town interested actively in the campaign.)

Do not get the movement mixed up with politics. (If, however, there is a picturesque politician in the city who might, if opposing the movement, draw public opinion away from it, approach him carefully and get him in line. He would be a dangerous opponent, but, fighting for it, might relieve the movement from the charge of "molly-coddism," which is likely to be made.)

The thoroughness with which this campaign was carried out made the people feel, from the very beginning, that it would be a success. It was optimistic and constructive rather than pessimistic and destructive. But close observance of this motto, tacked over the press agent's desk, was the chief reason for the success achieved in arousing and sustaining public interest:

"Count that day lost whose low descending
sun,
Sees no 'Sane Fourth' in last editions run."



Contractual Responsibility, Obligation and Liquidation

By W. M. Williams

General Manager Universal Audit Company

Since my article on municipal accounting and auditing appeared in *THE AMERICAN CITY*,* I have had occasion several times to explain to municipal boards the difference between the contractual responsibility, the contractual obligation and the liquidation of indebtedness. Since many county boards, as well as those of cities, towns and boroughs do not clearly distinguish the various phases of responsibility imposed by law, either actual or implied, it is well to set forth these distinctions so clearly that they may be readily grasped in the practical application.

Contractual Responsibilities

The income of a governmental unit, whether it be county, city, town or borough, is derived mainly from taxation. There may be and often are miscellaneous sources of revenue, such as fines, licenses, etc., but we shall ignore those and confine ourselves to the tax feature.

The laws either state specifically or clearly imply that all bodies in the governmental units to which contractual responsibility is delegated must declare at the beginning of the fiscal year the funds required to operate that unit during that year. The statutes vary in some particulars, but the essentials are the same in most, if not all, of the states.

To exemplify clearly the meaning of the foregoing, let us consider the borough, that being the smallest of the units and the government being that of a city in embryo. Further let us assume that the only source of income is from taxation, and that the taxes are levied and collected in the latter part of the year. It is thus necessary to conduct the government of the borough through the greater part of the year on money borrowed in anticipation of the tax collections. Provision is made by law for so doing.

At the beginning of the fiscal year, which is usually the first of the calendar

year, the borough council should arrange its budget for the entire year. This means, in plain language, that the council must estimate, as nearly as it can, the amount that will be required to operate the borough government during the year. This is arrived at by careful consideration of the condition of the highways, the amount required to keep them in condition during the year, or to make permanent improvements thereto; to ascertain the probable funds required for police and fire protection, for the purchase of water and light; the payment of salaries; and, in fact, each classified expenditure that may be made during the year.

The law recognizes that it is not possible to estimate the exact requirements and permits the exercise of latitude by permitting transfers between estimates or the transfer of estimate balances to the next succeeding year to be taken into consideration in the budget of that year.

Let it be understood that this estimate or budget is but advance notice to the taxpayers of the amount which they will be called upon to contribute for the operation of the government, and the budget must not be confused with the funds which are subsequently raised to liquidate the incurred liabilities. The budget is but a declaration by the governing body of the limit of indebtedness which it will contract during the year. The equation expressing it may be as follows:

Appropriation=Amounts to be expended
for Streets and Highways, Police
and Fire Protection, Water, Light,
Salaries.

And it is an agreement between the taxpayers and the governing body that the latter will not contract indebtedness in excess of the total appropriation requested, except in an emergency.

I find in the course of many examinations that few give heed to the necessity for setting forth the budget on the record books of the municipality, other than to

*November, 1909.

record the resolution when the budget is approved by the council. If the importance of knowing the condition of the various budget accounts could be brought home to councilmen with sufficient force the present practice would immediately give way to the proper method.

The contractual responsibility as expressed in the adopted budget forms the basis for the tax levy. It also forms the basis for the obligations that are subsequently incurred by the various branches of the government. As the taxes are collected late in the year, we must assume that funds have been provided to liquidate indebtedness as it is contracted or as soon thereafter as the bills are approved, so we will next take up that feature.

Contractual Obligation

By means of the budget each committee or officer is informed of the extent to which it or he may go in expending money to operate or maintain the feature for which it or he may be responsible. One example will serve for all. The street committee is limited in its expenditures during the year to \$5,000 for the maintenance and improvement of highways.

Manifestly the members of the committee, who are engaged in their daily pursuits, cannot be present during each repair or improvement, hence delegate to a commissioner the authority to employ men and provide the implements necessary to the work at hand. He contracts indebtedness for labor, materials and implements, and reports his acts to his committee, which approves if they are correct.

The next step is to place the evidences of indebtedness, which are in the form of payrolls, bills, etc., in the proper channel for final approval and payment. This having been done, the treasurer draws checks therefor and charges the amounts disbursed to his treasurer's account.

Suppose that for some reason the bills are unpaid. They nevertheless have reduced the \$5,000 by the amount of their aggregate; and, unless some record is made of the obligations contracted by the commissioner as against the expressed limit of \$5,000, there is nothing to prevent him, or his committee from exceeding the limit unwittingly or intentionally; and numerous cases may be cited where this has been done.

If obligations aggregating \$5,000 were

contracted by the commissioner and the committee prior to any of the bills having been paid, but all of the bills having at various times been approved by the council, the status of this particular estimate in the budget may be accurately expressed by the equation:

Highways Appropriation = Obligations contracted.

If expressed in account form the account, having been originally credited with the amount to be expended and now being charged with the aggregate expenditure, is balanced; and no further obligations may be contracted for the maintenance or improvement of highways until the succeeding year, or until provision is made therefor by the council.

None of the \$5,000 obligations has been paid or reached the treasurer; consequently he has no recorded knowledge thereof, and his funds are not affected thereby. It is manifestly unfair to him to hold him responsible for not performing a function unless he is informed of this responsibility and the method arranged to care for the intermediate step in the transaction.

There is then a time or period in the transaction where the contractual responsibility has been decreased by increasing the contractual obligation, but the funds are not yet disturbed because the transaction has not reached the liquidation period. It is in transition, and this transition must be recorded either by the clerk or the treasurer, because such information is of fundamental importance to the council and should be presented at each meeting.

Liquidation of Indebtedness

This is the last step and is more or less mechanical, consisting of the operations of scrutiny for proper approval and drawing the check in payment. It is none the less important, and will bear a little side light because the treasurer usually conducts his account very simply, and treats himself solely as a receiving and disbursing officer. He charges his account with the funds received and credits it with his disbursements; not an elaborate process nor an illuminating one.

Just here it may be well to point out the distinction between an expenditure and a disbursement. An expenditure is an outlay of money, time or credit, meaning that which is consumed, and used more fully as

applying to the consumption of time or credit. A disbursement is a sum of money paid out, especially from a public fund, and the word is applied exclusively to money or funds, and is derived from *bursa* which means purse. Therefore the word expenditure is used as signifying a decreasing of time or credit, and the word disbursement to indicate the payment of money.

The treasurer having exhausted the funds of the previous year, begins the current year without money in hand. Being permitted by law to borrow in anticipation of taxes, the council authorizes the treasurer to borrow from the banks a sufficient amount to enable him to discharge or liquidate all incurred obligations that may be presented to him duly approved. The borough thus exchanges a portion of its credit for cash, the transaction being expressed by the equation:

Cash (in hand)=Notes Payable (obligation to be discharged when taxes are collected).

It is well to bear in mind that the notes payable should be paid when the tax funds are received by the treasurer.

When the tax funds are received from the collector, the expressing equation is:

Cash (Taxes Collected)=Appropriation (made at beginning of year).

If the appropriations, when made, had been expressed in proper account form, the appropriation general account will be closed by the credit from collected taxes. This account was debited when the contractual re-

sponsibility was determined at the outset.

If the vouchers or warrants are properly registered, there is no need for the treasurer to attempt to separate his disbursements as to character because the desired information may be obtained from the voucher register. Thus, by a simple process, the treasurer may be saved many a vexatious moment, and the members of the council have always at their command the information necessary to the proper fulfillment of their functions.

The Value of Proper Methods

There is but one right road. It is straight and easy to travel. The financial transactions of any unit may be so recorded that they stand out clearly and convey exactly what has transpired. A methodical arrangement of records in accordance with economic laws is not only desirable but vitally necessary. Just why public officials should be required to risk their reputations because of inadequate accounting is beyond reason, yet most of them do it.

The remedy lies in the hands of each county, township, city, town or borough governing body; and not only should the officers desire proper accounting methods, but the taxpayers should demand them. Intelligent periodical reports should be required and demanded when not forthcoming. The officials owe it to themselves to *know* conditions, and the taxpayers should have a true and detailed report of the stewardships which they entrust to the men in whom they have confidence.



The Conning-Tower

Arthur H. Grant, Editor

The Cities' Roll of Honor

The hundreds of subscriptions that have come in during the past month have made some interesting changes in this list. New York has finally wrested first place from Rochester, St. Louis goes from ninth to third place; Grand Rapids ties Memphis for tenth place; and Santa Barbara and Albany, which stood fifteenth and sixteenth respectively, are now tied for thirteenth place. The order now is: New York, Rochester, St. Louis, Philadelphia, Boston, Pittsburgh, Chicago, Providence, Washington, Memphis and Grand Rapids, Springfield (Mass.), Santa Barbara and Albany, Los Angeles, San Francisco. That large population is not the main element in gaining a place in this roll of honor is shown by the fact that Santa Barbara had less than 7,000 inhabitants according to the census of 1900, while at least thirty cities of 100,000 inhabitants are not in the list.



Seen From the Inside

Since writing the article on "Municipal Auditing and Accounting," which appeared in our November issue, Mr. Williams has become a member of the Council of one of the New Jersey boroughs. It was because he saw certain things from a new standpoint—that of an "insider"—that Mr. Williams was moved to write the article which appears in this issue, and which we believe will, for that reason, be of special interest to his fellow councilmen all over the country.



An Outline for Civic Campaigns

In order to put into compact form the experiences of a number of cities in their campaigns for a sane Fourth of July Mr. Moree has given us a composite picture. No one city took all the steps which he indicates as being, if not absolutely essential to success, at least calculated to make assurance of it doubly sure. Too often such a campaign fails, or partly fails, because those in charge of it think it hardly

worth the trouble to take some of the precautions to ensure success, thinking, perhaps, that because a movement starts well it will end well. This is also true of other campaigns for civic betterment; and, by the way, the campaign details sketched out by Mr. Morse are equally applicable to any sort of civic undertaking. If it pays to do a thing at all it pays to do it thoroughly, and unless there is a systematic plan persistently carried out enthusiasm will flag.



A League That Works

Many women—and men—have an idea that they are civic saviors if they occasionally spend an hour or two listening to papers on civic needs and possibilities, without lifting their hands or voices to satisfy the needs or transform possibilities into actualities. It is therefore encouraging to note that the Women's Municipal League of Boston is setting an example of practicality to its sister organizations. Through one of its committees a report which filled more than eight columns of the *City Record* was presented to the City Council. It was entitled "Suggestions as to the necessity for change in our present system of garbage disposal," and contained a mass of well-digested facts and figures which would seem to prove that Boston could change its system to advantage. Every city needs such working organizations, but as yet comparatively few have got beyond the talking stage, which doubtless must precede the working stage in most cases.



A Gratifying Correction

The membership of the League of American Municipalities is considerably larger than was stated in our February issue, the figures there given being taken from the number of cities contributing statistics to the "Book of American Municipalities," the year-book of the League. President Heine-man writes that 138 cities are enrolled in the membership of the League.

Standardization of Educational Accounts

By Joseph A. McBride

Auditor Board of Education, Los Angeles, California

Auditors of boards of education all over the United States soon will organize for the standardizing of public school accounts. The general diversity in the educational accounting systems of the country makes it impossible accurately to compare, for purposes of economy, the receipts and expenditures of various schools. Realizing, with others, the need for united effort on the part of auditors of school departments in cities to establish a uniform system of accounting, the writer has taken the initiative in a movement to organize a National Association of Educational Auditors.

It is encouraging at the outset to have the support of the highest educational officer in the land. The Commissioner of Education has entered heartily into the plans of the association, and says that these plans, if carried out, will expedite in many ways the work of both the Bureau of Education and the Census Office. For his harvest of classified facts, the Commissioner of Education is dependent upon city school boards. The worth of his store of financial reports is measured not by fullness, but by adaptability to analysis and comparison, and in his larger field, he is confronted by the same kinds of difficulties that beset the city school official.

The Association will afford an agency through which can be obtained the best available criticism of any new plans of the Bureau of Education, which, after full criticism, can be submitted to the school officials in the cities most immediately concerned.

The Commissioner has suggested that the

initial meeting be held in Washington, where, at its inception, the organization can receive the direct assistance of the Bureau of Education and the Census Office. Acting upon this suggestion the meeting probably will take place at the national capital some time in May, the exact date to be arranged in accordance with the plans of the Commissioner.

Mr. Henry R. M. Cook, Auditor of the Board of Education of New York City, and the recognized head of the school auditing profession in the United States, has given his unqualified support to the new organization and will assist in its formation. School auditors of Boston, Chicago, Cleveland and other large cities also are in accord with its plans.

The Association will endeavor to do for boards of education what the Association of Railroad Accountants has done for the railroads of the country in the standardizing of their accounts. In this branch of business so much had been ac-

complished by organizations of accountants, that the Interstate Commerce Commission, when it took up statistical railroad accounting, made but little improvement in the system except to enlarge upon the capital and primary accounts.

From long experience as an expert accountant, and as an auditor of railroads, the writer knows the manifold advantages that have been derived from this system of accounting. The management of a railroad can compare the earnings of one line of road with another, and perceive, almost



JOSEPH A. MC BRIDE

at a glance, whether the company whose interest it serves is running at too great an expense, and why. But a city board of education alike handling vast sums, and with the added responsibility of public trust, encounters difficulties in its accounting system when seeking ways and means of economy. A board may find that in one of its elementary schools the average expense per pupil for a given time is \$1.50, while in another city, in a school of the same size and kind, it is 75 cents. The difference between the averages can be found, but the reason for it can not be discovered, because the systems of accounting in the departments are unlike. A point of dissimilarity may be in the segregation of expenses. In one system of accounting all salary and wage expense may be consolidated, with no distinction between kinds of service, whether officers', janitors', other employes' or teachers', and with no division of teachers' services into high school, elementary or special; while in another system the salary expense account may be divided, and subdivided.

Lack of uniformity of practice in school accounting systems not only hampers, but subjects to criticism the work of those most responsible for results. A feature of such criticism is to question the legitimacy of charges as claims against certain funds. As the outcome the bar sinister might be placed upon such claims by a grand jury. Dr. E. C. Moore, Superintendent of Los Angeles city schools, in a pamphlet entitled "How Can the Bureau of Education Help the City Superintendent of Schools," says of such charges:

"The Bureau of Education could be of very great service by standardizing the different kinds of charges which should be regarded as legitimate claims against the various school funds. As, for instance, what items are proper charges against a public school building fund, and what must be

charged to contingent funds? Is new furniture put into an old building to be charged to the one, or to the other? How about the remodeling of buildings to make escape from them easier in case of fire? Must this be classed as repair work, or as building? Neither the laws nor the decisions of the various states are quite specific upon such points. The need for uniformity of practice is not so much that the proper charges may be made, but that having been made, caviling critics may not be able successfully to attack them."

Collaborating with the Census Office, and with the coöperation of leading school superintendents of the country, the Bureau of Education has made a beginning toward standardizing educational accounts by preparing a revised form of financial reports of city school systems. The Bureau also has arranged with the Census Office to have field experts of that office gather information, on the ground, from the largest cities of the United States. These national offices, however, have been unable to execute such plans for the current year.

Standardization, which has brought order out of chaos in the financial systems of commerce, and in municipal systems of accounting, soon may be dignified by entrance into the domain of legislation to straighten out the baffling network of state laws dealing with matters of consequence to the nation. Significant of the strength of this movement toward uniform state legislation is the fact that three different bodies, not the least important of these being the newly-established House of Governors, were convened in Washington lately to discuss uniformity of state laws on subjects affecting the commonwealth. Laws for the gathering of educational statistics are among these tangled strands of legislation, and coöperation among school auditors may bring it within their scope to aid in reducing these laws to an order best adapted to the needs of all.



The Disposal of the City's Waste

By William F. Morse

Consulting Sanitary Engineer

(Continued)

The Methods of Collection

In the early years of the histories of American towns but little attention was paid to the collection and treatment of refuse matter. Every one as seemed best to them disposed of such substances as could not conveniently be destroyed on the premises. This was individual service, and consisted practically of dumping on a neighbor's ground, or upon ground common to the community, offensive matters of mixed character.

The custom soon became objectionable to all, and the next step taken by the communities was to license certain scavengers to do the work of refuse collection, the householder paying for the service in proportion to the quantity removed and the distance it was hauled. This system of licensed scavengers obtains today in many towns, and is even in use in some of the larger cities.

A description of what the license system is in operation may be obtained from a special report of a certain Department of Public Works upon Refuse Collection and Disposal in an inland city of one hundred thousand population. In this city there are sixty licensed collectors gathering about twenty-three tons of swill, or garbage, per day, and feeding this to 3750 hogs and 3000 chickens on farm lands adjoining the city. This is transported in barrels placed on wagons, and but one covered wagon was found in use at the time that the report was prepared. In this instance the operation of the license system appears to be

wholly unsatisfactory, the report forcibly stating the objections as follows:

"The principal objection to the present system of collection is due to the irregularity with which the collections are made in some parts of the city and the total absence of any system of collection in other parts. Cans of garbage are at times left to stand along the curb for several hours awaiting the irregular coming of the garbage collector. As a rule the garbage receptacles are not provided with covers and are frequently

overturned by dogs and mischievous children and their contents scattered over the pavement to be left until the street is swept. The cans standing along the curbs are at all times very unsightly in appearance, and during the warmer months become a decided nuisance from the obnoxious odors which are given off.

"When the garbage is not collected at all and has to be thrown with the ashes on the public dumps, the nuisance created is even worse. Here the garbage, if left near the surface, quickly decays during warm weather, to the discomfort and annoyance of all who happen to live to the leeward of the dumps. The garbage on the

dumps also becomes the breeding place for myriads of flies which are, no doubt, more or less of a factor in the transmission of disease. In this connection it has been asserted, and not without reason, that the time is not far off before a warfare will be waged against the common house-fly similar to that which has been waged against the mosquito in localities where yellow fever and malaria were formerly prevalent.

"Another nuisance from the garbage thrown on the dumps comes from the fires which are nearly always burning at some depth below the surface, the smoke of which is extremely pungent and disagreeable, and"



WILLIAM F. MORSE

often pervades the vicinity of the dumps for quite a distance.

"A further nuisance of which the department receives many complaints comes from the throwing of garbage and refuse on vacant lots and other out-of-the-way places. The detection of the offenders in such cases becomes very difficult, on account of the noxious materials usually being deposited under cover of darkness."

This graphic description of the license method is in the main true of all other American towns where the system is in use. Under the strict supervision of inspectors, and with rigid adherence to regulations and the prompt exaction of fines for their infraction, the license method may be made to give fairly satisfactory service. But it should be remembered that a garbage collector working for his own interests, and under no obligations to collect from out-



GARBAGE AND ASH COLLECTION CART,
NEW YORK

lying districts or households where the quantities produced are small, cannot be expected to give service that will insure the removal of all the waste produced in the town.

Ashes and Rubbish Collection

When a license system is also in force for the ashes and rubbish collection, and final disposition of the collection is made by dumping within the city limits, what happens then is briefly stated in the report quoted above:

"In compliance with the requirements of the city ordinances, during the past year a total of eighty-three ashmen were granted licenses by the city. Before licenses are given the ashmen are required to furnish wagons with tight boxes having single side and end boards and covered with canvas to prevent the ashes and rubbish blowing away. The ashes are usually collected by the ashmen from the back yards or the heater

rooms of the buildings, the price generally charged for the removal of ashes and rubbish being ten cents per barrel. The ashes and rubbish are mostly deposited on city dumps, for filling ravines and low land which as a rule is owned by private parties, and kept leveled off and cared for by city employees connected with the Bureau of Streets. At the present time there are six city dumps located in various parts of the city which are being cared for by the city at an expense of about \$5,000 per year. Numerous pickers sort over the ashes and rubbish for unburned coal, paper, rags, bottles, old metals and other salable materials, and recover the solder from tin cans by heating them in fires built on the dumps.

"The method of disposal of ashes and rubbish by dumping on land is open to serious objections from several standpoints. Were nothing deposited on the dumps except ashes and street sweepings there would be practically no difficulty, but as a miscellaneous assortment of all kinds of rubbish and more or less garbage of a putrefactive nature are always present, the public dumps become a decided nuisance to the inhabitants of the neighborhood. The papers thrown on the dumps are an especial source of complaint, as in windy weather they are blown through the city streets for half a mile or more. As before stated, the odors from decaying and burning garbage also render the presence of the dumps most objectionable. Street sweepings are also deposited on the city dumps, but are usually not a source of complaint unless they contain a large amount of waste paper."

The cost of the licensed scavenger service is also an interesting item to the householder who puts his hand in his pocket to pay the bill. The same report says on this point:

"In considering the cost of the collection and disposal of refuse by the city, the cost of disposing of the ashes and rubbish under present conditions must be taken into account. Ashmen generally charge about ten cents a barrel for the removal of ashes and rubbish. Assuming that a barrel holds 125 pounds, the cost of removal amounts to \$1.60 per ton, which applied to the entire city on the basis of an average of 120 tons per day, amounts to \$70,080 per year. Adding the present cost of \$5,000 per year for the care of city dumps, the cost of disposing of ashes and rubbish by the present unsatisfactory and unsanitary methods of depositing on dumps, etc., amount to at least \$75,000 per year."

The only revenue from the service is that of the garbage collector whose hogs and chickens bring a return of about \$40,000 a year. The householders give the garbage without price to one set of collectors; they pay \$70,000 a year to another set of collectors to remove the town's ashes; and they

endure the ensuing unsanitary conditions as best they can. And innumerable American towns are in a similar situation, and are undergoing like penance!

The Contract System

The greater number of our towns, however, prefer to have the collections made through the agency of a single contractor. A town will offer for competition a contract for one year, or longer, awarding it to the lowest bidder, and attempting to guard against every opportunity for neglect, delay, or faulty equipment. When under the strict observation of faithful and zealous inspectors this system can be made satisfactory and efficient. But in some cases there has grown up an abuse of the custom by which contractors combine to divide the territory and to raise the price of the service to a point beyond the legitimate cost. There is also the danger of political control of a large number of voters by a large contractor, who thereby becomes the proprietor of a political machine through which he is able to continue his possession of the contract.

Yet the contract system is that most generally in use, and it may be said to be the typical American way of dealing with refuse collection and disposal.

The Municipal System

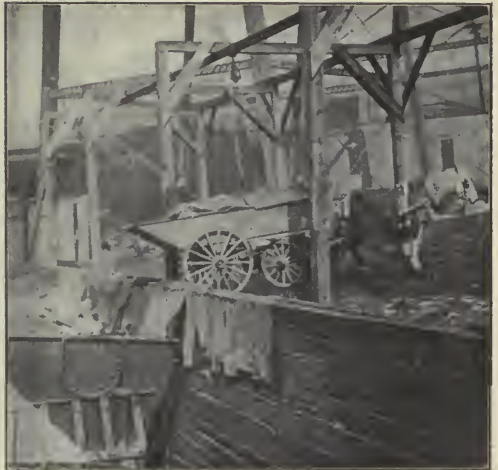
In the past six or eight years a large number of towns, having become dissatisfied with other methods, have established their own collection systems, and in most cases have also erected their own disposal plants.

This is conspicuously the case in those towns and cities which have put into use an improved system for disposal by the destructor, or crematory, method, many cities of the first and second class owning and operating with success their own equipment for the collection and disposal of all municipal waste.

An obvious advantage is the opportunity it provides for the introduction of experimental apparatus that may be tested by the cities with small expense to themselves, and often with valuable results.

The municipal method is rapidly coming to the front, aided by its trials under honest and efficient administration. It is true that in some cases the service has been burdened with inefficient superintendents, or with employees who were

time-servers without desire to give faithful worth, and whose places were obtained through political influence. According to a recent report the actual amount of work obtained from employees in a municipal collection and disposal service was less than 75 per cent of the same work done under private contractors. But the great advantage to be gained under the municipal method is that the responsibility for good or bad service is centered directly upon the heads of departments. Through these heads the responsibility is so distributed that each employee is held accountable by the public for the faithful performance of his work. When streets are left dirty and garbage is not collected; when



GARBAGE CART AND RAILWAY CAR FOR GARBAGE, CLEVELAND

ashes are not removed and waste paper is blowing about the streets, these facts show for themselves, and sound louder than any complaint that may be voiced through the newspapers.

While the sanitary collection and conveyance of waste is of the greatest importance there is still another side to the matter to be considered. No prospective citizen who sees the outskirts of any place ringed by garbage dumps, clouds of smoke and flying paper from which cover the surrounding country, can be prepossessed in favor of a community that is indifferent to such visible nuisances. Civic associations and the women's improvement leagues can hardly find a better field for their labors than the abatement of nuisances of this sort.

The equipment used in the collection service should receive the constant oversight of the authorities. It has been only a comparatively short time since steel wagons replaced wooden carts; these wagons can be still further improved. Garbage collection wagons, of whatever type, do not add to the beauty of any street, but they can be made less objectionable by the use of an improved model. Some people believe that because a garbage wagon is devoted to carrying objectionable matter it must in its very appearance constitute a nuisance; but this is not necessarily so. The examples of improved street-sweeping machines and garbage collection wagons

improved methods of disposal by fire, whereby all classes of waste are destroyed in one operation, the separation of the waste in the household is entirely avoided. The saving to the community effected by this method is obvious, since the handling of all the waste is done in the time formerly occupied in collecting only one of the three classes.

There is a growing class of young engineers and superintendents who have been trained to this special phase of city work, and who take interest and pride in giving the best possible service. They are available for promotion to posts of the highest importance in this line. Again, graduates



NEW TYPE ONE-HORSE GARBAGE COLLECTION WAGON, BOSTON

shown in this and the previous article present an unobtrusiveness and neatness which are most desirable, and which tend to remove the impression of disgust hitherto inseparable from the mental picture of a garbage-cart.

It is commonly the practice in American towns to make a separation in the household of the three classes of waste. This is done for the sake of convenience to the town in disposal. The idea is that putrescible matter must be separately dealt with, since it requires collection oftener than does other material. The householder is required to have three receptacles, for garbage, ashes and rubbish. He must give space to these receptacles, and keep them in a sanitary condition. By means of the

of engineering schools, and the undergraduates of college classes are finding out that knowledge of the elementary principles of waste disposal is likely to be of use in their future careers. They are therefore studying the question in connection with their regular engineering courses.

Thus the whole subject of civic cleanliness as related to the sanitary treatment and disposal of municipal waste is part of, or an adjunct to, the curriculum in some of the leading engineering schools. It may be predicted that in the course of a short time the towns and cities of America will have at their command a force of trained men whose knowledge of methods will be of inestimable value.

(To be continued)

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Duxbury's Rural Society

The people of the little village of Duxbury, Mass., have taken some interesting steps in advance. Duxbury has nothing in particular to fight; but it has something worth saving, and this is the line of action of its people. Trees are quite plentiful in Duxbury. Duxbury is a residence town and it has already quite a summer colony. The people want to encourage the building of attractive homes, and they know that they will draw an echo of what they present to the public view, so they propose to maintain and develop attractiveness that they may draw a desirable class of citizens.

The work is done through a private society, The Rural Society of Duxbury, which has already quite a respectable list of accomplishments to its credit. Trees are quite plentiful thereabout, and the people know that there is a peculiar affinity between trees and money-makers without civic pride. So they have reserved large areas, more than 25 acres in all, to protect the trees. They have even bought many beautiful trees along the highways, placed their mark upon them, and stand ready to protect them. The most recent acquisition is a 6½ acre area covered by a beautiful growth of trees, taken for the trees alone. They are even proposing to buy a fringe of trees along some of the attractive highways so as to protect them from the builders and lumbermen.

But there are difficulties on the horizon. The Rural Society recently bought a portion of the margin of a pond. A cranberry man came in and bought the remainder. Questions were asked as to how he proposed to develop what he had taken. He answered, in effect, that unless they left him alone he would ruin the entire pond. Here is a possible contest between cupidity and public spirit.

Duxbury has no refuse collection system and no official dumps. Men employed to cart away rubbish are prone to dump loads here and there along the highways. It is

now proposed to establish an official dumping place and establish regulations. A bowl-shaped area among the trees has been suggested by the committee appointed for the purpose. It is conveniently located, well screened and its proper use will solve the problem. It yet remains formally to establish the dump, and to persuade the people to use it, or pass a bylaw to compel its use. The people will doubtless succeed, for public opinion is manifesting itself, and it will be a hardy outlander who will dare to attempt other than what public opinion dictates.



Tomah Improvers at Work

Tomah, Wis., has a three-year-old improvement society which is making a good bid for popular support. It started its work with the sensible step of making a general study of conditions so as to know what things needed to be done, their relative importance, the obvious order of their accomplishment and similarly useful points. The question of paving and boulevarding the main street appealed to some strongly, and a campaign in that direction has come to a successful termination. The street is a very wide one, and it has been paved with brick on both sides, and a parked area through the center has been developed with lawns and shrubs.

The work was in the meantime extended to the school and library grounds, where flowers, shrubs and lawns were called upon to do their respective parts. This all led to a greater interest in home grounds and a desire for suggestions as to how to develop these successfully. A landscape architect was called in to help, and he spent several days going over the home grounds and making suggestions as to the best methods of development. One of the results was that two carloads of shrubs were ordered, and it is an easy inference that they were used to good purpose because of the advice secured.

Tomah hopes to make herself one of the model towns of the state. She is considering other methods of improvement, and it goes without saying that when she decides upon them her people will carry them out with characteristic Western vigor.



Discontent in Bath

The citizens of Bath, Me., are voicing a growing discontent because of unsatisfactory conditions along several lines. Bath is an old town, with many old homes of an attractive nature, but the interest of individuals seems to be too much confined to personal property, and even that is not universal. A need seems to exist for a more general interest, for a widening of interest, and for an aroused civic conscience. Bath has many fine old trees, but many of these are suffering from neglect and from the destructive tendencies of public service corporations. The citizens even, in a misguided effort at improvement, are doing much injury to the trees. Concrete sidewalks are being laid in many places and these are made to run straight, at the expense of the roots of trees that happen to be in the way. The trees were not planted with a view to present conditions, and they are being carved into in a most destructive way when any part of them happens to fall within the line of the compass used in establishing the walks. This is not characteristic of New England towns. Most of them look upon their trees as their chief esthetic asset, and in many places a crooked walk evidences a desire to save the trees. A crooked walk, moreover, is in itself more artistic than an always straight one. Bath should consider this point.

Bath complains, and justly, of her dirty streets, of her ugly railway station and its still more ugly surroundings, of the unattractive approaches to the town, of the disfiguring placards and billboards, and of many other blemishes. The hopeful thing about it all is that these defects are becoming annoying to the citizens. Bath is a conservative place, and it will move slowly. But when it gets started it will continue to move in the right direction. Its many natural advantages make it a most desirable home center. When the present discontent converts itself into action Bath can become one of the beauty spots in a beautiful state. And Bath is not alone

among Maine towns with causes for discontent.



Grand Rapids in a Ferment

One of the most encouraging reports that has for some time come to this department shows the results of the efforts of the civics committee of the women's club and the improvement association of Grand Rapids, Wis. The civics committee started in with a meeting to develop general interest and it then proceeded to bring about results. We shall confine ourselves to results.

First an objectionable ice-breaker was removed from above the city bridge. Then one of the railroads, responding to an appeal in a public-spirited way, removed a lot of unused tracks. A house to house canvas was made among the merchants, with the request that they burn papers and debris instead of allowing them to collect and be scattered by the wind and other agencies. Not all, apparently, complied, for the report says:—"It is evident to all observers which of the merchants kept the agreement."

Billboards were found to be hiding such objectionable conditions that the bad conditions were first remedied, and then the billboards were removed. Their removal opened an attractive vista to the river.

The improvement association was developed mainly to bring about the purchase of property for park purposes and for developing local resources. The association first acquired the river banks below the bridge, with the exception of two lots which it will have to take through legal proceedings. It has also taken 66 acres of river shore and islands with many natural advantages. Many buildings and a laundry have been removed, and other improvements are under consideration. Here again certain condemnation proceedings have been found necessary; but the people intend to develop the whole for the best advantage of the public, and private interests will not be allowed to stand in the way. In addition to all this Robinson Park, of eighteen acres, has been given to the people. It is particularly valuable because of its groves of trees, a rapidly disappearing commodity in that region.

Articles have been prepared for the papers, the playground has been cared for, the weed commissioner has been reminded

of his duty, residents have been encouraged to care for their property, an anti-tuberculosis campaign has been put under way (this included the sale of Red Cross stamps, an exhibition, the posting of anti-spitting signs and of general health cards). A junior improvement league is being considered, a cleaning week was planned, and so on through a wide range of activities.

Among the recommendations for future work are that a garbage system be developed, that there be made a study of ordinances in regard to the location of barns and out-buildings, that an effort be made to preserve several pine groves, that a drive be developed along the east bank of the river; and, finally, it is pointed out that a new railway station and the development along the lines suggested will be one of the best ways of advertising the place and of making it an attractive and profitable place in which to live.



A School Improvement League

The Bartlett Civic League of Lowell, Massachusetts, is made up of pupils in the Bartlett school, a grammar school used as a training school by the Lowell Normal School. Its object is to keep the school and neighborhood beautiful, clean and healthful. Any pupil in the school may join by signing the pledge, which is as follows:—

"I will not injure any tree, shrub or lawn.

"I promise not to spit upon the floor of the schoolhouse nor upon the sidewalk.

"I pledge myself not to deface any fence or building, neither will I scatter paper nor throw rubbish in public places.

"I will always protect birds and animals.

"I will protect the property of others as I would my own.

"I will promise to be a true, loyal citizen."

Each member is entitled to wear a button which is the badge of the league and of this form of juvenile citizenship. The officers are chosen from the school, and there is an executive committee on which two teachers serve.

Here is a type of organization that would be particularly helpful in cities and towns, but particularly in towns, where there are so many more external objects with which the children may come in contact and upon the preservation of which the best interests of the community depend. Let us have

such civic leagues in every school. It is the best introduction to citizenship.



Rest Rooms for Country Towns

How late we come to a realization of the discomforts imposed upon country people by thoughtlessness! The farmer, or it may be his wife, is called to the shire town on business. He is frugal, he has to be. He cannot afford to go to a hotel for his meals. He is both unwelcome and uncomfortable if he goes except as a paying guest. He carries his luncheon with him, hangs around, disposes of his work, and is thankful to get away. He has been overlooked. If he goes to buy goods the conditions are the same. It is the same whatever his reason for going may be. Yet the county demands that he come, the merchants desire him to come, it is best for all that he should come. How much better it would be, therefore, if in some place he could feel at home, have his luncheon with his neighbors and acquaintances, and be made comfortable.

There are evidences of a change for the better. Mrs. Edwin F. Moulton, chairman of the civics committee of the General Federation of Women's Clubs, tells of a number of instances where the people are waking up along this line. The Tuesday Club of Nowata, Okla., has opened a rest room for women and children who come in from the surrounding country. The rent for the room is \$25 a month, and the first three months' expense was raised in advance, while future expenses are insured through subscriptions of 25 cents per week from merchants and others. One merchant refused. Possibly the country people may also have something to refuse.

In Ravenna, Ohio, the women have opened a suite of rooms for the country women. The scheme is already on a paying basis and satisfaction is expressed. The women of Warren, Ohio, Mrs. Moulton's home town, "are now taking preliminary steps to secure a suitable room, that rural women and children may have a comfortable place to rest and leave packages during the holiday shopping season."

Mrs. Moulton believes that it should be the duty of county commissioners to provide in the county seat rooms for farmers and their wives and families. "In song and story our indebtedness to the women of our agricultural districts has been sung and re-

cited. It is small recompense for a county to make it possible for this important class, the farmers' wives, to find a welcome greeting when they come into their city or village. In truth, that city or village will soon be reckoned a back number that has not a rest room."



Dummerston's Grange Hall

The Evening Star Grange of Dummerston Center, Vermont, has dedicated a grange hall. This hall is owned by the Grange and, owing to the relation of the Grange to the community in a place like Dummerston, it will become a social center for the community. The grange hall in such places is the public forum, the center of most educational, social and other community activities.

The Dummerston structure is well adapted to its purpose. The building is 64 by 40 feet, with slated roof, and it has a well-lighted basement that is conveniently arranged to meet all requirements. The basement entrance opens into an anteroom, with the lodge hall, 36 by 20 feet, on the right, and the dining-room, 39 by 30 feet, is on the same floor. These are connected by a door. At the left of the anteroom is a cloak-room and the stairway that leads to the upper hall. A commodious kitchen opens from the dining-room. The kitchen is well equipped with cupboards and other conveniences. The main entrance to the upper hall is from the street and opens into the vestibule with a cloak-room 12 by 12 feet at either side and stairways, one leading to the gallery above and the other to the rooms below. The door on the east side leads into the large hall, 40 by 40 feet, at the east end of which there is a stage 40 by 12 feet, that by an ingenious arrangement can be made wider if needed. The dining hall floor is of maple, and the other two halls also of hardwood. The cost of the building was about \$3,500.

While the grange is in a sense a secret order, it is often in small communities essentially a community affair. It takes up many general problems and often exerts a material influence in local affairs by crystallizing public sentiment in advance of town meeting or whenever official action is taken. Here is one of the best fields of opportunity, but the social aspects of the grange must not be minimized. Here often

centers the social life of the community and without the grange in these places social life would be practically wanting. Through the grange the social life of many places has been essentially created and perpetuated through long periods of years.

Let other centers develop suitable grange halls for themselves and the local granges will be put on a much more permanent footing and the life of the community will be materially improved.



Alexandria to the Front

A woman's organization, the Cameron Club of Alexandria, Va., is responsible for the organization of the Civic Improvement League in that place. The record of the first year's work of the League shows that fundamental problems have been considered. The sanitary conditions of the market have been improved, the public has been educated and sentiment aroused against the "typhoid fly"—he might be called by many other equally intimate names,—and the fight against Mr. Fly is stronger in Alexandria than has been ever before known. Sufficient funds have been raised for a good supply of paper and waste receptacles for the streets. Interest has been aroused in the care of yards and gardens, and prizes were given to the children showing the best results. Finally the year was capped off by an enthusiastic meeting at which the accomplishments were recounted and the improvement of streets and yards shown by lantern slides.

A southern woman remarked recently that many of the southern towns do not know what paint is made for, and that the lack of knowledge extends along many parallel lines. Recent reports, like this one from Alexandria, show that a change is coming. What glory awaits the southern town that really materializes according to its possibilities! The live oak alone is enough to work wonders when given the right chance. And the possibilities with lawns, flowers and shrubs are legion as compared with what can be done in the North. The northern towns are better organized, and they need to be because of their handicap. But this department expects to be able to recount many interesting stories of southern accomplishment in the near future. The leaven is at work there and it will easily fill the pan of possibility.

Gleanings

Edited by Mary V. Fuller

Copartnership Housing

In the January and February issues of *La Réforme Sociale* M. Georges Risler, vice-president of the department of the Musée Social which concerns itself with public health and the garden city movement, writes with enthusiasm of the movement and what England has accomplished. He claims for the president of the Société d'Économie Sociale, M. Émile Cheysson, the honor of having outlined this system a number of years ago, and of having prophesied that it would produce remarkable results, and adds, "It has indeed produced results, and they are excellent, but—in England."

The articles are primarily intended to stimulate France to effort along this line, since that country may study so conveniently the success of her neighbor. But they are, for all readers, most informing in a pleasant, leisurely, detailed way.

The first of the two deals with the social and financial basis of the Copartnership Tenants Limited Society, which puts into practice the principle of copartnership in house-building and house-owning, and also shows how the Tenants Limited Societies operate as lessees, explaining the advantages of having the two organizations.

The Copartnership Tenants Limited Society, founded in London in 1907, is really a federation of branch societies. It is a stock company, issuing \$50 shares payable in installments, on which a dividend of five per cent is paid. Loan stock is also raised in order that work on estates may not be too long delayed, and this pays four per cent interest. Large estates are bought and provided with water and gas pipes, sewers, parks, streets, playgrounds, churches, lecture-halls, schools, restaurants, theatres, etc. Such an estate is then leased to a Tenants Limited Society, which is a similar stock company, shares of which are issued by preference to workers who wish to build upon the estate.

A worker who wishes to have his own home may purchase stock and submit a plan of a house, which will be accepted if it does not conflict with the estate's ideal

of hygiene and beauty. A fair rental is fixed upon. Each year after the stockholders have received their interest, and after running expenses and depreciation have been covered, the surplus-profit is divided among the tenants in proportion to their rent. This surplus-profit is not paid in cash, but is credited to them in stock, until the value of the stock amounts to the annual rent of the house. Anything above that is paid in cash. The moral influence of this division is very great, as each tenant is stimulated to reduce repairs by taking the best care of his house, and to do all he can to keep other houses from remaining unoccupied.

It may be of interest to glean from the second of these articles some of the results obtained in the garden city of Letchworth, which is not so well known as Port Sunlight and Bournville.

Letchworth was founded in 1903 with a capital of \$150,000 in shares of \$25 with interest at five per cent. The estate was made up of several pieces of property, united to form an ellipse covering an area of 3,800 acres. One can reach it by railroad from London in forty minutes. One hundred and fifty varieties of trees exist or have been planted on the estate, the land of which is particularly suited to flower and vegetable culture.

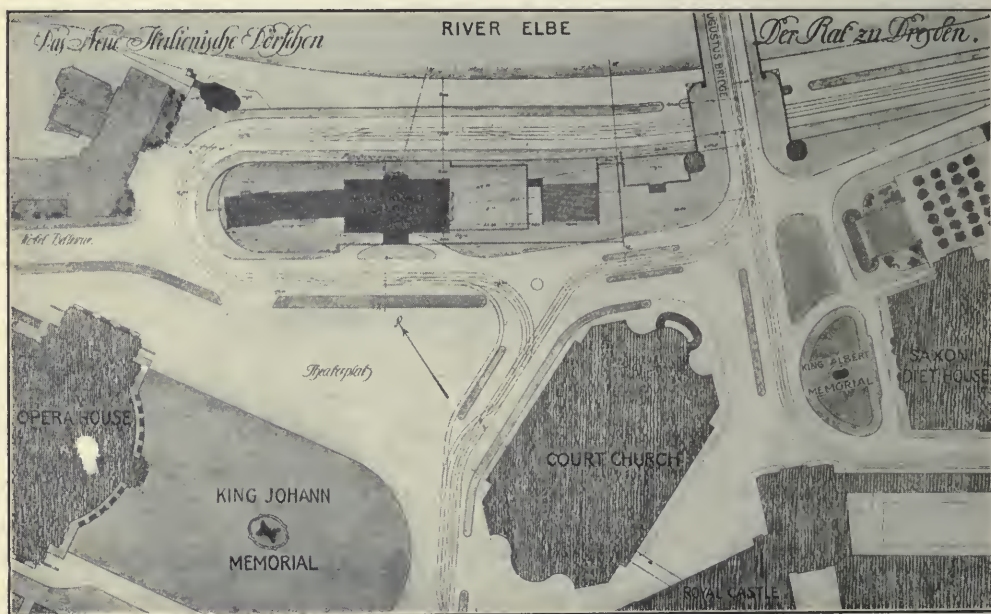
A large square lies in the center, from which radiate a number of avenues. At the beginning of 1907 there were 336 cottages in Letchworth, besides 12 industrial establishments, no one of which is injurious to the healthfulness of the estate. Printers, binders, booksellers, makers of mineral waters, embroiderers and others are here employed. Two hundred acres are reserved for open spaces, besides streets, avenues and gardens surrounding houses. Over eight miles of streets have been laid out and bordered with trees, many of which are fruit trees. The principal avenues are from about 115 to 160 feet wide. Electricity is distributed throughout the estate and sold at a lower rate for power than for lighting. The gas factory, hidden by trees, can pro-

duce 20 million cubic feet a year; pipes are laid to supply 500 houses. About nine miles of sewers have been laid, and 16 miles of water pipes, furnishing pure water to each house.

Soon after it was founded, Letchworth had 400 inhabitants; three years later it had 4,000, and at present there are twice as many. Sixteen societies of various kinds—religious, commercial, political, social, literary and scientific—enjoy perfect freedom. There are six churches. We note particularly an open air school. The cottages are generally built in rows, with gar-

wide interest and many-sided discussion.

The rebuilding of the Augustus Bridge, one of the five connecting the Altstadt with the Neustadt across the Elbe, gave opportunity to bring the bridge into direct relation with the square. If the head of the bridge were moved 30 or 40 yards down the Elbe, it would then form part of that side of the square, leaving the rest open toward the river. In that way traffic from the bridge would be conducted directly upon the square. Those who supported this proposition recognized that the portion of the square between the castle, the court church



GROUND PLAN OF THEATERPLATZ AT DRESDEN

dens bordering the street and lawns in the rear. An ordinary house contains a kitchen, a bath, a scullery, a living room and from three to five sleeping rooms, according to the family.

The author of this article shows himself to be one of those who, as has been said elsewhere, believe that instead of feeling "this house is mine" it is better for the members of such a community to realize the fulness of blessing and responsibility involved in saying "these houses are ours."

Dresden's Famous Theaterplatz

The Theaterplatz in Dresden is justly considered one of the most imposing architectural centers in all Europe. Its proposed transformation has therefore excited

and the building of the Saxon Diet was too small to accommodate all the passing to and from the bridge, but others felt that the transference of the bridge would destroy the famous old city picture, and that the life of the city would lose much of its picturesque quality if the stream of traffic were diverted from its accustomed and time-endearing entrance into the Altstadt through the King George gateway.

The new bridge will follow the line of the old one, and the problem of the arrangement of the square must be treated as a separate matter, although as regards beauty and the control of traffic, the position and character of the bridge have an important bearing.

Two architectural contests brought no

satisfactory results, and after a large number of architects had volunteered plans, City Building Inspector Erlwein came forward with one of his own, which was approved by an art commission composed of architects of the highest rank. When objections to the plan were brought before the city councillors of Dresden, a public announcement was prepared, expressing approval of the Erlwein plan, recommending its adoption and signed by eleven distinguished German artists.

The *Städtebau* for February gives a number of views of the proposed transformation in connection with an article by Dr. Robert

way, enlivens and harmonizes with the shore line, and between the stairway and the building which is to take the place of Helbig's restaurant, the so-called "Italian village," there will be a terrace-garden. To preserve the artistic effect of the square, the Hotel Bellevue should be retained in its present form and simplicity, or, in case of its demolition, a similar grouping should be used. Seen from the bridge, the hotel is an indispensable element of beauty in the framing of the square.

Dr. Bruck says that the more one considers the plan in detail, the more natural and harmonious appears the entire arrange-



THEATERPLATZ AS SEEN FROM THE DECK OF AN OUTGOING STEAMER

Bruck of Dresden. We reproduce the ground plan of the square, as well as a view from the deck of an outgoing vessel. Herr Erlwein has effected a harmonious arrangement of the shore line by a distribution of terraces, steps and clumps of trees, which heightens the impressiveness of the church, the bridge and the square. The part of the shore which slopes from the head of the bridge toward the Hotel Bellevue, is bordered by terrace-like parapets. The first little terrace near the bridge makes a viewpoint for pedestrians, and the broad flight of steps is at once of practical utility as an approach to the river, and impressively unites the river and the square in the whole beautiful picture. The fine memorial to King George, which rises from this stair-

ment, so that one would not change or omit anything. The architect has given an ancient look to the building which takes the place of the "Italian village," and has made it an even lower and more modest part of the entire scheme. By this means the famous edifices of the court church, the royal palace, the Zwinger, the museum and the opera house, which surround the square, measured by this unassuming building, lose none of their majesty, while the view of the square from the river remains unobstructed. "Restraint shows the hand of the master." Entering the square from the bridge, one finds at each new step a charming change of aspect, first one and then another of the magnificent buildings coming fully into view amidst its beautiful surroundings.

The street along the river is not a pleasant feature, and Herr Erlwein's new building would doubtless look much better placed close to the water. But this state of affairs is the result of old sins. Dresden has neglected to preserve its river banks for the recreation of the people, who in many other cities throng the river promenades or on warm evenings sit on the shore enjoying the cool breath of the river. In Dresden the river banks are clamorous all day long with the delivery of coal, wood and stone, and there is not a single place where the people may sit by the Elbe in comfort and enjoyment. But this could not be helped, and the sloping street which approaches Hotel Bellevue, as Herr Erlwein has planned it, should be considered under the circumstances a solution which has made a virtue of necessity.

The history of the square shows several phases of development, according to the ideas of distinguished architects. Recent designs for its transformation all show the influence of the old plans, but whether they demand that the square shall be extended or cut down, planted or built up, whether the river side should be open or closed, nearly all of the plans show an axis perpendicular to the Elbe, and overlook the fact that the square is today not a pleasure garden or an open plaza in front of the opera house, but a veritable center of traffic with a very considerable passing of tramways and vehicles. The Erlwein plan alone recognizes this fact and provides for the conduct of traffic from the bridge into the square as well as in the opposite direction, making the axis of the square lie from the head of the bridge toward the corner between the museum and the opera house.

"A Chiaveri, a Pöppelmann, a Cuvillie and a Gottfried Semper have listened to the wing-beat of their age, and according to their time and its conditions and needs they have planted and built. We rejoice that the Erlwein plan has, in its simple modesty, found the happiest solution, in that Erlwein, the peer of his predecessors, has understood how to satisfy the demands and conditions of the present time by a scheme so appropriate and so artistic."



A City That Has Come Alive

The delicate charm of Zona Gale's characterization of Milwaukee in the *March Good Housekeeping* beguiles us into lingering along the way toward the climax which

tells of the city's coming to civic consciousness. Many kinds of effort have served to produce this awakening:

"Chief among these, here as everywhere, has been attention to the cry of the child; the well-established juvenile court and the work of the truancy and probation officers; playgrounds in every large park—even in Kosciuszko Park, in the Polish District, where there was a great municipal fight before the University Settlement got the playground in, and where there would now be a great people's riot if it were taken out; natatoriums in every crowded district; the free use of the bathing beaches; four social centers established in the public schools, with cooking schools in every center, open evenings to parochial pupils and to factory girls; tuberculin-test milk ordinances, among the best and the best-enforced of those of any city; the trade schools; weekly summer concerts in all the parks, so that there are no more beer gardens, for the parks have the people and the music; the social settlements; the Visiting Nurses' Association; the work of the city health department and others in housing and tuberculosis prevention; the birth of civics clubs and their federation; the Associated Charities; the brave speech of certain city pulpits; dance hall regulation; industrial education—all the many-sided philanthropic life of a city somewhat blindly reaching out as its people quicken to this and that human fellowship."

And now this city whose "special spell is the pure, independent, foreign flavor of a yet genuinely American viand," has recognized the need of coördination of all these interests, and has established a central council and central bureau which will foster coöperation between philanthropic agencies, churches and civic and business organizations, and will promote the study and accomplishment of reforms by placing trained workers where they can do the most for the general welfare.

Milwaukee possesses the first woman's club building built by women in the United States, and this has become a center of educational life. The city has twenty-eight parks, ten playgrounds and six public baths. Milwaukee still has abuses to rectify, evils to overcome; in her onward march she is keeping step with those who lead fearlessly because their sight is clear, their purpose high.



Small Parks in Small Towns

A. D. McCandlers, telling of his park work at Wymore, in the *Bulletin of Nebraska State Horticultural Society*, says: "The town had politics and pool rooms,

saloons and churches, race tracks and banks," but no parks and no money to buy land for them. As the sentiment in favor of them took root and grew, however, the results became apparent, the six saloons went out of existence and six parks were receiving the loving support and tender care of a city full of people awakened to clearer, cleaner and better views of life."

One case shows the results in dollars and cents. Two blocks and the street between were taken for a park; adjoining land rose from \$50 and \$100 to \$400 and \$1,000 per lot, and what had been a weed patch is today the most desirable residence portion of the city.

Mr. McCandlers advises small parks, centrally located and easy of access; large parks he thinks are apt to develop into race courses and beer gardens.

The first great step is to get the people interested; then induce the governing board to levy a tax of a mill, or even less, and soon the civic pride and business sense of the taxpayer will lead him, in nine cases out of ten, to seek to have the tax increased.



Convicting By Clubbing

Occasionally there appears in public print evidence of secret conditions of brutality and torture in the American police system, comparable to the agonies of the Spanish inquisition. Such an article is the one by Hugh C. Weir in the February *World Today*, entitled "The Bully in the Blue Uniform."

Detailed descriptions are given of the methods of the "third degree,"—the clubbing, the "water cure," the blinding, boring light, the electric "humming-bird," and, most relentless of all, mental torture of an intensity that is said often to leave its victim wrecked in mind.

The author adds to the other instances given a forceful one from his own experience of being haled to prison on mysterious, unframed accusations. Once in a while some one like this, brave enough or reckless enough to tell his story, causes a wave of horror to sweep over his sheltered fellow-citizens. But in general, if we may accept this author's statements, evidence is carefully silenced and hidden by the politicians most interested, and individual resistance is useless.

That such conditions should exist in 75

per cent of the police departments of the United States is an admission of inability to secure evidence of crime by skillful and intelligent methods. Too often justice and public safety are set at naught by the freedom of the real criminal, while a "suspect" is being tortured into helplessness which brings a "confession." Will there come a day of uprising against this menace to our private and civic welfare?



Civic Work of Women's Clubs

Club Notes for February is the special civics number, and is rich in crisp, short articles which testify to the truth of the quotation, "The club women of the country have the force of an army and the adaptability of an individual in their good service for town and state."

These articles range in character from tributes to the service of women's clubs along all lines of civic regeneration, like the one written by J. Horace McFarland, to practical suggestions about definite things to do, such as "Civic Needs for Club Work," by Howard Evarts Weed, and Mrs. Alice Davis Moulton's idea that on Arbor Day the schools should "Sing Less and Plant More." Mr. Charles Mulford Robinson tells in particular of "An Arbor Day That Counted," when the planting of a school street was begun by enthusiastic school children, some of whom watered the trees all summer, and all of whom were ready to continue planting the same street the next year.

Other articles emphasize the beneficent influence and the sense of civic pride that follow the joy of home or school gardening. Non-partisan municipal school leagues are introduced as a means of imparting to men and women an active intelligence in regard to their public schools. Dr. Luther H. Gulick advocates the use of public playgrounds in a sane, wholesome and happy celebration of the Fourth of July. How the nation through its units—the individual, the family, the village and the city—may legally boycott billboard advertisers, and how the burden of initiative in this matter, as in many others, falls upon the women of our country, is shown in Edward T. Hartman's article. "Ruralizing the city and urbanizing the country" is the way Dana W. Bartlett expresses the ideal method of relieving congestion of population, and Dr.

Charles F. Thwing gives a word as to the laboratory training of college men for good citizenship.

The "Civic Happenings" brought about by women's clubs in all our states are summed up by Mrs. Moulton, and afford a number of practical suggestions. This issue should accomplish, through its message of coöperation and its definiteness, just the stimulus toward civic work needed in many places.



The City's Business

From Massachusetts to California the commission plan of city government is rapidly spreading. With enthusiastic metaphor F. G. Moorhead writes in the *Technical World Magazine* for February of "Bringing Dead Cities to Life," and cites Galveston, Des Moines and Leavenworth as noteworthy cases of resuscitation.

Since April, 1908, Des Moines, stimulated by Galveston's successful application of business principles to city government, has accomplished, under the new plan, remarkable financial and moral results. The first year showed a gain of over \$184,000 over the old system of graft and extravagance. This amount was saved in various ways: better contracts, cash payments, checking of vouchers, more honest work in all departments. A stranger now revisiting the city misses joyfully the tottering bridge, the ash heaps and the disreputable houses, and admires the new public buildings and the lawns of the walled river-bank. He is impressed by the evidences of increasing business and building operations and the general look of vitality. "The 'man higher up' is known to everybody under the commission plan." That is the secret of its success.

Under similar methods Leavenworth, Kan., will require \$26,000 less to run the city next year, in spite of the fact that the people are getting better public service, and

that \$90,000 of illegal yearly revenue has been cut off.



City Publicity

In connection with the above glowing account of particular results one may read a short article by Don E. Mowry in the February *Van Norden's*, which emphasizes the stimulus given to American civic courage by the three hundred civic organizations which have arisen during the last five years.

The city club of Los Angeles was started in 1907 with 18 members; it now has nearly 900, and this is a city which "does things." The citizens of many cities are not only finding out about their own civic concerns but telling about them far and wide. Publicity is accomplished through various publications, such as the Cincinnati Citizens' Bulletin and "Progressive Houston." They are proving that information stimulates coöperation.

Women's clubs are fighting the evils that menace health, education and civic beauty. An informed citizen is today an aggressive being. He cannot afford to be otherwise.



Playground Inspiration

"Playtime," a handsome booklet of 48 pages and half as many illustrations, contains many quotations that will be helpful to those who are trying to arouse public sentiment in favor of playgrounds. To anyone who mentions THE AMERICAN CITY it will be sent free of charge by A. G. Spalding & Bros., Chicopee, Mass.



Condensed and Practical

"The Gymnasium Director's Pocket Book" will also be sent to readers of THE AMERICAN CITY who write for it to its compiler, W. L. Coop, of the Narragansett Machine Co., Providence. As the first of its 64 pages indicates it contains information of daily use to physical directors and all interested in gymnastics.



The Second National Conference on City Planning and the Problems of Congestion

At the invitation of the Rochester Chamber of Commerce and the Civic Improvement Committee of that city, the conference of 1910 will be held at Rochester May 2nd to 4th.

American cities are being aroused to the necessity for a City Plan, and for the Prevention of Congestion of Population. Many cities have plans; others are getting them; a few are following them out. Why it is imperative to adopt a city plan is becoming secondary in practical importance to how the city plan once adopted can best be carried out.

The purpose of the conference this year is not primarily to continue the campaign of education, nor to increase the literature which makes up the already weighty argument for the necessity of planning American cities, but the conference is a gathering of experts called because of their intimate knowledge of a specific subject to make a concrete contribution to the science of city planning. Generalities will be most carefully avoided. The aim will be to discuss phases of each selected subject thoroughly, rather than to wander through the whole field.

As soon as the members of the conference arrive they will be met at the station and taken for an inspection automobile tour of Rochester.

There will be a luncheon given to the visiting members at the Genesee Valley Club.

The first regular session of the conference will be at 8 P. M., at the rooms of the Chamber of Commerce. George Dietrich, President of the Chamber, will preside and introduce his Honor Mayor Edgerton, who will welcome the members of the conference. Clinton Rogers Woodruff, Secretary of the National Municipal League, will respond.

Frederick Law Olmsted of Brookline, Mass., will present a general introductory paper, showing the relation of the subjects on the program. This will be the only general paper read at the conference.

Both sessions of Tuesday will be given up to the consideration of the congestion of population. The morning session will be

devoted to a discussion of the causes, and the afternoon session to some measures of prevention. Among the speakers will be George E. Hooker, Secretary City Club, Chicago; Benjamin C. Marsh, Secretary of Committee on Congestion of Population in New York; Edward T. Hartman, Secretary Massachusetts Civic League; Grosvenor Atterbury, George B. Ford, and John P. Fox, New York City; Milton Dana Morrill, Washington, D. C.; Warren H. Manning, Boston; Robert A. Pope, Roanoke, Va.; Edward E. Pratt, of the School of Philanthropy, New York City.

Tuesday evening at 7 o'clock a banquet will be served in the Banquet Hall of Hotel Seneca. Dr. Rush Rhees, President of the University of Rochester, will introduce the speakers, who will be later announced.

The Circulation of Passengers and Freight will be the topic for discussion at the Wednesday morning session. Among the speakers will be Nelson P. Lewis, Chief Engineer Board of Estimate and Apportionment, New York City; Hon. George R. Stearns, Director of Public Service, Philadelphia; John Nolen, Landscape Architect, Cambridge, Mass.; Hon. Calvin Tomkins, Dock Commissioner, New York City; George E. Kessler, Landscape Architect, Kansas City, Mo.; George R. Wadsworth, Civil Engineer, Boston; Sylvester Baxter, Metropolitan Improvement League, Boston; Prof. James S. Pray and Henry V. Hubbard, Harvard University.

Problems of Legal and Administrative Procedure affecting the City Plan will be discussed Wednesday afternoon at the final session of the conference. The speakers among others will be Andrew Wright Crawford, Assistant City Solicitor, Philadelphia; Bolton Hall, Attorney at Law, New York City; Frederick L. Ford, City Engineer, Hartford; Joseph W. Shirley, Chief Engineer Baltimore Topographical Survey, Baltimore.

One of the features of the conference will be round table discussions after each session.

There will be an exhibit on City Planning and Congestion in the rooms of the Chamber of Commerce.

The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the coöperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

QUESTIONS

12. **Augusta, Me.**—There is in Augusta considerable sentiment in favor of erecting a building which shall contain, as one of its principal features, a gymnasium. It is felt that this building should also furnish a social and recreation center for the young men, at least. Three plans are being talked over.

(1.) To organize a Y. M. C. A., adopting the usual constitution prescribed by the national organization, thus eliminating from active membership the Catholics and liberal churches, both of which are quite strong.

(2.) The second plan contemplates a Y. M. C. A. building independent of the national organization, so as to include all the churches, but no one seems able to solve the problem as to what shall be the nature of the religious exercises to be held in it. Our State Y. M. C. A. Secretary tells us that such independent organizations never succeed, as they almost invariably end in a quarrel or in an ebb of interest that means disorganization. Have you any statistics that will show whether this is true in the country at large?

(3.) The third plan provides for the erection of a building, without regard to religion or church, making it so far as possible a civic home. This plan has not been very well worked out, but it would include, I should say, accommodations for both men and women, or at least, arrangements such that the gymnasium could be used a part of the time by each sex.

Judging from the few facts which I have given, which one of the above plans would you advise us to adopt? I shall appreciate it if you will point us to all the information you have at hand, especially anything that will give us the experience of other cities.



13. **Galesburg, Ill.**—The women of Galesburg are just undertaking work along civic lines, and I'm very anxious to secure the experience of some other towns of 20,000 to 25,000 inhabitants, preferably in the Middle West. Can you direct me?

ANSWERS

9. **Walla Walla, Wash.**—The American Civic Association is glad to make reply to the request that comes to you from Walla Walla for information as to the best and most effective methods of procedure for its new Civic Commission. I infer that the commission proposes to secure a city plan. The Commission will have important responsibil-

ities resting upon it, and should be composed of men able and willing to devote much time to the careful consideration of many subjects. It should not be too large, but should be representative of the various interests of the city. Nine to twelve members should be sufficient. Some cities make their principal executive officers ex officio members of their city planning commissions but not always with good results. As Walla Walla has the commission form of government, I should recommend that some or all of its members be members, ex officio at least, of this special Commission.

In recommending ways and means for carrying out the plans that will be submitted by the experts called for advice, the Commission will have to consider local conditions and the aggregate amount to be expended. Some small cities not heavily taxed are able to carry on such improvement work with an increase of their annual tax levy, but that method involves independent action from year to year. A special bond issue provides a businesslike way of meeting expenditures, and has the advantage of designating a specific sum for a specific purpose which may be expended during a long term of years. Most cities putting into execution comprehensive city plans have raised the money by the issuance of bonds.

Helpful suggestions will be found in an examination and perusal of reports for other cities. Some that would be valuable to Walla Walla are the following: "San Diego, A Comprehensive Plan for its Improvement," by John Nolen, of Cambridge, Mass.; "City Plan for Grand Rapids, Mich.," by Carrere & Brunner, New York; "Kansas City Park System," by George B. Kessler, Kansas City; "Public Parks," and other works by Frederick Law Olmsted, of Brookline, Mass.; "The Improvement of Columbia, S. C.," by Harland P. Kelsey, of Salem, Mass.; "The Plan of Harrisburg," by Warren H. Manning, of Boston; "The Awakening of Harrisburg," by J. Horace McFarland, of Harrisburg, Pa.; and various plans by Charles Mulford Robinson, of Rochester, N. Y.

A publication full of practical suggestions by many competent authorities is the "City Planning Number" of *Charities and the Commons*, of New York, published in 1908. The American Civic Association has copies of that issue and a fund of other information on the subject, and will be glad at any time to respond to inquiries in relation to city planning and other subjects concerning the physical development of cities and smaller communities.

RICHARD B. WATROUS,
Secretary American Civic Association.
Washington, D. C.

9. Walla Walla, Wash.—Any modern city attempting to do in a broad way the things that tend to make it not only a better place to live in now, but a proper place to live in at all in the future, must, if it would avoid taxation which would be called arbitrary or confiscatory, resort to a bond issue. If this bond issue is managed in a capable way, with the immediate establishment of a sinking fund, and if the community has been behaving itself so that its securities are popular and therefore can be floated at a low rate of interest, the device is one of the utmost value.

It is also a perfectly fair device to ask the next generation to pay a portion of the cost of work by which it will immeasurably benefit. A properly handled bond issue should mature in say thirty years, covering about the space of one generation. Taking the average expectation of life according to insurance methods, it will be discovered that the present body of taxpayers will be replaced by a portion of the body of taxpayers belonging to the succeeding generation within that term, and that thus the burden will be fairly divided.

This method, as I have above suggested, predicates the establishment and maintenance of a sinking fund. In the state of Pennsylvania, for instance, bonds are not legal unless a sinking fund is established at the time the bonds are issued, into which is paid each year one-thirtieth of the face value of the bonds; this sinking fund therefore serving, as reinvested, often at large profit to well-managed cities, to extinguish the bonds even before their maturity if they can be readily purchased.

Any broad and comprehensive scheme of improvements for a growing community will run over a period of years. If there is wise and capable administration, the bonds to pay for these improvements will not be issued all at one time, but will be issued and sold, and therefore dated, about the time the money is needed. Let us say, for instance, that a city like Walla Walla is spending a million dollars for improvements, and that it will require probably ten years to make the total expenditure and issue the last of the bonds. By that time at least one-sixth of the whole amount, if the expenditure has been uniform, will be in the hands of the financial officers of the city and providing a means for the early retirement of some of the bonds. Later issues of bonds as time goes on can also be handled in the same fashion, so that in a very interesting and efficient way successive bond issues in a growing municipality kept well within a reasonable limit will afford desirable securities for the people, a most desirable way of obtaining money for needed public improvements, and will be extinguished without burden to the taxpayers.

Most of the United States have a direct limit upon the bond-issuing power. In some of the southern states it is absurdly low, and, indeed, in some of the western states the limit being placed at two per cent. The

capable business man who could not borrow beyond two per cent of a low valuation of his possessions would be esteemed as seriously handicapped, just as a community is seriously handicapped which cannot borrow beyond two per cent of its usually much too low valuation.

Ten per cent seems to be a high limit, although, under proper handling, a safe limit. Pennsylvania's law in this matter is admirable. The communities of the state can, through their constituted borough, city, county or school authorities issue bonds equal to two per cent of the assessed valuation of the district covered, without reference to the voters. Beyond that amount, and up to seven per cent, a referendum must be had, the object of the bond issue being definitely stated to the people in each case, and a majority vote being required to legalize the issue of bonds.

To buy parks, build bridges, pay for street paving, erect city halls, improve water fronts, and do other large things for the permanent benefit of a city, on the basis of direct and immediate taxation to the amount required, is, it seems to me, a most unfair way of placing upon the present taxpayer a heavy burden which should be equitably distributed over a term of years, so that both the present and the future are contributing to the heavier resources and prosperity of the community.

Just how this beneficent Pennsylvania scheme works out in practice is well illustrated in the case of the city of Harrisburg, which has carried forward within the last eight years a relatively large and important plan of improvement, worked out according to the advice of experts; that is, according to the city plan ideals.

A loan of \$1,090,000 was authorized in 1902 by the people; a later loan of \$400,000 was authorized in 1905; in the spring of 1910 another loan of \$641,000 was authorized. So good is the credit of the city that it has been easy to obtain the money required at four per cent, and not infrequently a premium has been paid on the bonds issued. Meanwhile, the issue of these bonds has kept pace with the progress of the work, and not all of the indebtedness authorized in 1902 has yet been fully created. The operations of the sinking fund, under which one-thirtieth of the amount is set aside each year, have kept a constant fund in the hands of the authorities for the retirement of maturing bonds, while large sums have been made in the way of interest on accumulated sinking funds. The total burden of the individual resident of the city for carrying the loans and paying the interest has at no time exceeded \$1.28 per year—a mere trifle compared with the benefits received. Meanwhile the tax rate has been but slightly advanced, because the spirit of improvement engendered by the authorization of the loan has brought about a great advance in values, a large increase in population, and such added prosperity as has wonderfully benefited the city.

I have thus set out the benefits of improvement by safeguarding bond issues, thinking that perhaps it might be of some interest to the readers of "The American City."

J. HORACE McFARLAND,

President American Civic Association.
Harrisburg, Pa.



12. Augusta, Me.—The conditions in Augusta concerning the Y. M. C. A. restrictions are interesting. It seems to me that unless such an organization was to be officially connected with the general international body that it should not be called a Y. M. C. A. Some other name would be quite as serviceable. In one place, under similar conditions, Young Men's League was the title adopted. The gymnasium was made the center of interest.

Personally I like your third plan of a social and recreation center in which would be provision for all the people of the community at all seasons of the year, making the gymnasium and other physical activities the fundamentals, but not neglecting the social, civic and the moral phases of public welfare efforts. Such an institution is desirable for young men and young women quite

as much as for children; and it would be very good for most older people if they would make use of suitable physical exercise, rational recreation and even free play. Such a center as I have in mind would be a source of inspiration for the physical welfare of the entire community, not being confined to its own four walls.

Perhaps Augusta, as a city, is not ready to create such an institution, in which case it must be provided by private funds. I understand from your letter that this is the case. Therefore the plan of building it and presenting it to the city on condition that it be properly maintained seems quite feasible. This sort of work belongs to a city, but its officials may not be in a position to undertake it.

Another point, not mentioned in your letter, is worth serious attention. That is provision for outdoor physical activities. This phase of the subject can be covered by having an available lot of land adjoining the building, on which may be a playground and athletic facilities.

E. B. MERO.

Boston, Mass.

[See articles by Mr. Mero on this subject in our issues of October, 1909, and January, 1910.—*Editor.*]

Books for the Citizen

The City of the Angels

In deep sympathy with human needs, and with a wide knowledge of the world's uplift work, the author of "The Better City"* presents a study of civic betterment and illustrates its progress in his own home city:

"The City of the Angels is as yet far away from the ideal city. The dollar still rules. Material things are still more sought for than spiritual. Low political ideals still hold sway. Nevertheless, the brighter day is dawning. Investigation has brought forth protest, and a few noble souls are leading on in the campaign for purity, temperance, righteousness and justice. There is a growing multitude who are determined that there shall be here not only a great, but a Better City."

As Superintendent of the Bethlehem Institutions of Los Angeles, Mr. Bartlett commands a varied outlook upon the city's depths of degradation and its heights of attainment. Those who know what has been accomplished since the book's closing paragraph, quoted above, was written, must find much of interest in this history of the city, in its hope and promise.

* By Dana W. Bartlett. The Neuner Company Press, Los Angeles, Cal., 1907. Duodecimo, 248 pp., 32 illustrations; \$1.09 postpaid.

Favored by climate and natural beauty, and stirred by that powerful combination of impulses produced by the union of Eastern energy and Spanish romance, the people of Los Angeles have recognized the possibilities of their city and have set to work to develop them. This volume suggests further plans of beautification and betterment and gives due credit for all that has been accomplished by the various boards, commissions and clubs of the city. An outline is given of the social and religious work done through municipal and private agencies, emphasizing the fact of the amalgamation of a number of races into an *American* population.

The civic and philanthropic work of the women of Los Angeles, through clubs and other organizations, receives a dignified tribute, and especial interest attaches to the account of the care given to children through institutions of various kinds, and notably through the Juvenile Court. The liquor question, industrial problems and matters of health and sanitation are discussed in relation to what this particular city has done and may yet do. The spirit of the book is not one of self-gratulation, but of appreciation and suggestion.

The American City

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Chairman Art Commission



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Mayor of Denver



GEORGE E. KESSLER
Landscape Architect



FREDERICK MAC MONNIES
Sculptor

SOME OF THE MEN WHO HAVE HELPED TO MAKE DENVER BEAUTIFUL

The Development of Denver

By Charles Mulford Robinson

Expert in City Planning

It has been finally and definitely decided that Denver is to have a great Civic Center, one of the most costly and pretentious in the United States. But the account of the picture to be created is less interesting, for it is less typical and suggestive, than is the story of the achievement—of how the city was brought to desire and to be willing to pay for such an improvement. For the city has done much else, in the last few years, than simply dream of the architectural picture. Soon, indeed, Denver may be famous as the city that a dozen years transformed—a dozen years and the faith and persistency of a local artist and of a strong Mayor, and of the men who believed in them. For there never was popular movement without leaders.

At the beginning I had a small part in this civic renaissance, but it seems so small when the full story is told that I believe it not improper for me to accede to the request to tell how the Denver plans developed.

It was, then, in the winter of 1906 that the recently appointed Art Commission of the City and County of Denver telegraphed a request to me to stop for a few days in Denver, on my way to Honolulu, to suggest to it what could be done for the city's artistic improvement. I spent about ten days, at the end of that time submitting a report embodying my suggestions. Because civic improvement is properly interpreted as meaning much more than simply improving the appearance of a city or

town, many suggestions were made and many points touched upon which the following months and years saw executed. Of these we shall speak further on. But the most striking thing in the Report, and the matter upon which the greatest emphasis was put, was a suggestion for a Civic Center, with the State House as its crown. This was worked out with some care; was

illustrated with diagrams and a large watercolor; and came as a surprise, for until the Report was published the recommendations to be contained in it were a carefully guarded secret.

The Report was submitted at an open meeting in the Mayor's office late one afternoon. Next morning the newspapers gave it in full, with diagrams and pictures. Evening papers were equally generous, and the second morning the *Republican* said, in introducing many columns of interviews on the subject: "Denver was agog yesterday over the plans." It was estimated that the land for

the Civic Center would cost fully three million dollars, but several things were to be gained besides simply an open space, treated with pools and fountains, with trees and benches and flowers on the very edge of the business district. These included the dignifying of the capitol, the preservation of a very grand mountain view, otherwise threatened by tall buildings; the bringing of several adjacent but absolutely unrelated public buildings into a harmonious scheme, and the rectifying of a very awkward junction



CHARLES MULFORD ROBINSON, A.M.

between two distinct street systems. The third day I continued my journey, and two of the papers, the *Times* and the *News*, announced that they threw open their columns for discussion. Letters poured in upon them, letters taking both sides of the question, for of course a great many taxpayers were frightened by the large expense. But one thing was obvious: whatever the faults or merits of the plan, Denver had been given a vision; a new ideal that would not readily down had come into the people's lives.

The Real Estate Exchange in Denver is an extremely influential organization. To bring the discussion to some definite conclusion, it proposed a taxpayers' public improvement dinner, to be called at the Brown Palace Hotel on the evening of February 7th, the Report having been made public January 19th. It was announced that tickets would be only one dollar, so that no taxpayer need be kept away by the price, and that "the dinner is not given for the purpose of either boosting or knocking the Robinson plan. The members of the Real Estate Exchange have not made up their minds." It was stated that the room would seat four hundred. The newspapers say that eight hundred applied for seats, and that from the Governor down the most representative men of the city were present. The Mayor made a long speech. He said: "No attempt will be made by the city administration to force this improvement. It rests with you." But then he showed how small relatively was Denver's debt; he explained how this plan could be financed by a fifty-year bond issue, if permission could be secured to issue such long term obligations, and he said:

"It will pay, because: it will add to the city's beauty—thereby attract and elevate; it will permanently establish the business center—worth much to any city; it will be of great value as an advertising feature; its artistic and ornamental value for the future cannot be measured by dollars; its cash value will more than double in ten years; but above all it will make our people more proud of Denver."

When he sat down, says a paper:

"The hall rocked with the cheers of the guests. The enthusiasm rose to an unparalleled height. A great majority rose to its feet and handkerchiefs, napkins and glasses were waved."

Another speaker was the chairman of the Art Commission, who also urged the plan.

The result of the dinner, inevitably, was the launching of a campaign in behalf of the Civic Center, with the support of the administration behind it. The Mayor was Robert W. Speer, who, still in office, has now taken his place among the great mayors of the country; and the president of the Art Commission was Henry Read, an artist, who, also continued in office, has since that time been giving almost his whole life in patriotic, self-sacrificing devotion to the improvement of his adopted city.

Through the three following months the campaign dragged its slow way, the issue becoming somewhat befogged as other questions were injected. A discussion of municipal ownership stirred the town, officials were to be voted for, and the Civic Center project lost its original clearness and attractiveness as an issue through the necessity of voting, not directly for or against it, but just on a charter amendment permitting the issue of long term bonds. This gave a great advantage to the conservative opposition, which was well organized and determined. The chairman of the Art Commission worked tirelessly to keep the real issue before the people, but with four or five vital questions to be voted upon, and the newspapers all at cross purposes on the various matters, it was impossible to conduct a convincing campaign of education. The day before election half page advertisements were published, headed in large black letters:

"Vote it Down. It's a Mortgage. Protect your home, your labor, your savings."

The proposed amendment was defeated, but by a very slender majority, and as the Mayor, who had identified himself with the Civic Center scheme was reelected by a handsome majority, the artist—such is the blessed and "unpractical" hopefulness of his kind—refused to be discouraged. It has seemed worth while to describe at some length this lost campaign that the story of it, coupled to the ultimate victory, may be cheering to other communities. No city ever had darker outlook for a great Civic Center than had Denver the morning after that May election in 1906.

On the surface little was doing for the project during the rest of that year. But in January of 1907 Mayor Speer appointed a committee of twelve prominent citizens, representing, as his letter of appointment stated, "the banking, real estate and other

interests of the city," to give him their judgment, after full investigation, as to whether the city should "have a civic center or open plaza, around which will be clustered our public and quasi-public buildings," or should allow its "growth to follow the ordinary lines of other cities." The reason for the committee's appointment was that the public refused to forget the dream of the Civic Center, and the preparation of plans for an eight story building on part

nificant civic center without fulfilling any of its essential requirements, and would therefore fail to make a satisfactory return for the money expended. A true civic center should be a focal point to gather up and unite converging lines of communication; it should provide commanding sites for public and semi-public buildings, with sufficient open frontage to justify and display that architectural dignity which is the crowning distinction of a beautiful city; finally it should provide space for a public promenade, suitable for adornment by private gifts and bequests, where visitors as well as citi-



ARCH OF WELCOME AT ENTRANCE TO UNION STATION, DENVER

of the proposed site, and directly opposite the handsome Public Library, made necessary a prompt and definite conclusion. The committee made its report on February 19th. It said, in part, referring to the proposed building:

"Such a structure would not only be an injury to the Library itself, but would isolate it, and thus destroy its architectural value in relation to the city. It at once became evident to every member of your committee that it was absolutely necessary to guard against this danger, although the obvious remedy—the acquisition of the 'Bates' triangle by the City—was felt to be an inadequate step, because it would create an insig-

zens may find provision for the enjoyment of open-air music amid pleasant and appropriate surroundings."

In spite of this high ideal of what the Civic Center ought to be, the committee endorsed the purchase of only about half the land proposed in the original Report. By this curtailment the probable expense for land purchase was cut down from an estimated \$3,000,000 to \$1,100,000, and it may be that members of the committee felt that if so much was done the rest would follow. But the thought is not suggested in the recommendations, which on February 27th were endorsed by the Real Estate Exchange and

on March 7th by the Chamber of Commerce. The Report, with these endorsements, was published in pamphlet form, in style similar to that in which the original plan had been issued the year before. The emphatic wording of the resolutions was as follows:

"That the Denver Real Estate Exchange hereby heartily endorses the recommendations made by the committee to Mayor Speer, and urges the administration to carry out all the recommendations as speedily as practicable, hereby pledging the support of this Exchange to the city administration in its efforts to fulfill this plan."

"That the Denver Chamber of Commerce and Board of Trade not only heartily endorses the report of the committee heretofore made to the Mayor in reference to such proposed improvements, but earnestly

One little portion of it was already city property, and the rest, not quite two full blocks, was very little improved. The clearing of this tract would open the vista between State House and Court House. The suggested plan of development was to continue Fifteenth and Sixteenth Streets as thoroughfares; at the former building line of the cleared tract to set a row of trees, "so maintaining the entity of each street and pleasantly shading the walk on the inner side;" and on each side of the reserved strip, from the Court House to the Capitol grounds, to plant a second row of trees, parallel with the street rows but placed so far inward as to extend the end lines of the Court House building, so that



DENVER CIVIC CENTER .

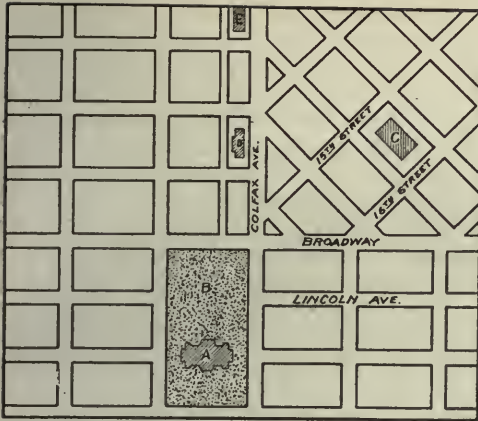
urges the administration to forthwith, as speedily as possible, carry the same into effect."

This was very powerful backing, and possibly it was the more notable since, following the defeat of the suggested charter amendment, it would now be necessary for the East Denver Park District to meet the whole expense in a period of ten years.

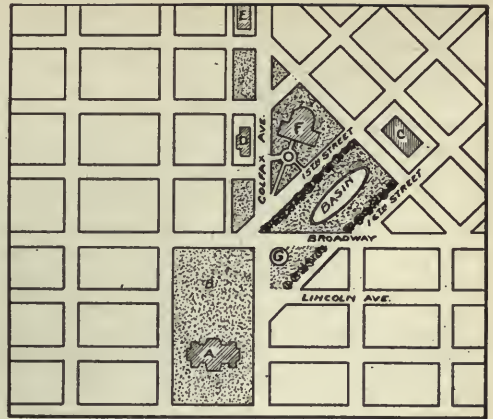
It is well at this point to consider what the two plans were. The Report of 1906 suggested (the first two diagrams make clear the references) the extension of Sixteenth Street to the Capitol grounds, "so restoring to that important business thoroughfare the State House vista of which it has now been partly robbed and which the erection of a high building on the plat between Lincoln Avenue and Broadway would entirely destroy." That plat was vacant except for high billboards. Secondly, it proposed the purchase of the land between the Court House and Broadway.

the latter would exactly complete the inner picture's frame. For the triangle beyond Broadway, on the center axis of the scheme a fountain was planned; then the water, carried under the street by pipe, was to serve the public again in an oblong basin. The detail with which all this was worked out, and the promised attractiveness of it in Denver, where water is a rare landscape feature, need not be here gone into. Third, the city was about to build its new auditorium, and a site was selected for this that would tie the lately completed Mint and the Public Library, on which work was just to commence, into the scheme.

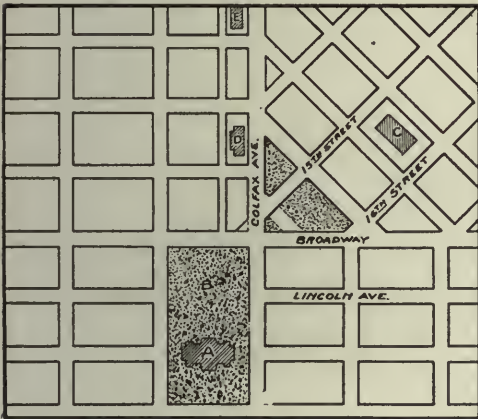
For the development of the reserved strip recommended by the Committee of Twelve, the committee suggested no plans except that the Pioneers' Monument, for which the money had been raised, should occupy one corner of it. Thus the public, with no concrete picture to stir its imagination, failed to enthuse over the report, and yet, signifi-



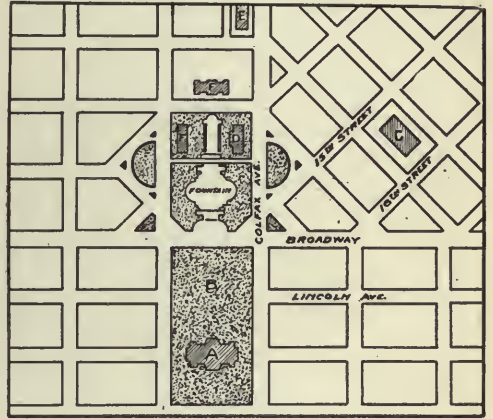
I.—THE SITUATION, 1906



II.—FIRST CIVIC CENTER PLAN



III.—SECOND CIVIC CENTER PLAN



IV.—ACCEPTED CIVIC CENTER PLAN

A—The Capitol. B—The Capitol Grounds. C—The Court House. D—The Library. E—The Mint. F—The Auditorium (in Diagram II); site for Public Building (in Diagram IV).

cantly, it clung to the recommendation, endorsing it through societies and organizations, for at least the project had the merit of being half the loaf of which there had been a dream—and in accepting a half loaf instead of the whole there was great saving of expense!

The sculptor for the Pioneers' Monument was Frederick MacMonnies, and a few months after the report of the Committee of Twelve appeared he came to Denver to study the monument's proposed site. Of course he was told at once of the Civic Center discussion, and he too was thrilled by the opportunity, in the proximity of great buildings and the cheapness of the improvements between them, and aroused to the danger that the city might fail to do anything or might do too little. After considerable investigation and thought he sub-

mitted in some drawings a third scheme. This swung the axis of the Civic Center yet further to the left, so that the site suggested by the Committee of Twelve lay about midway between that of the original plan and that of the MacMonnies plan, and yet the distance between the site of the first plan and that of the last was not so great that one might not throw a stone from one to the other, and of course at the Capitol grounds they intersected. Diagram four will make this clear.

The advantage of the MacMonnies plan over the first plan was that it made use of very much cheaper property, passing into a section that was in that familiarly depressing transition stage which is found when early residents abandon a section and business has not come. The advantage over the Committee plan was that at an

expense not greatly increased there would be secured an open space of far more adequate proportion and much more symmetry. The plan was not ideal. It utilized, for instance, the back of the Library instead of the front of it, and it needed for completion the construction of a new Court House on a site probably a good deal less convenient than the site of the existing building. But at least it seemed to make practicable and feasible a very good Civic Center, that would emphasize and dignify the State Capitol, that would harmonize discordant street intersections, and would make possible a grouping of public buildings around a monumental and imposing plaza. These were the ends desired and if they were not obtained in the best possible way through this plan, they yet would be very effectively attained.

The Art Commission submitted the suggestion to half a dozen men who had had experience in city planning, and to me, and we all agreed that it was a good alternative scheme. Then it had the sketches put into popularly comprehensible form, with an attractive ideal picture of the way the plaza would look on completion, with all the buildings erected. This was made by local architects. It also made a careful estimate of the cost of the property to be acquired. This was figured at \$1,500,000, as compared with \$1,100,000 for the Committee plan and with \$3,000,000 for the first plan. Thus fortified, the Commission issued, under date of August, 1908, a brochure containing the picture, diagrams, and a description.

Very promptly and handsomely the Committee of Twelve adopted a resolution endorsing and recommending the new plan. In formal resolutions it was approved also by the Art Commission, the Real Estate Exchange, the directors of the Chamber of Commerce, and the Colorado Chapter of the American Institute of Architects. In its brochure the Commission claimed that the new plan made possible the creation of "a plaza that no city in the world can excel," and added: "It is now easy of attainment, at no great cost, but the opportunity once lost can never be recalled." The people seemed quite ready now, and there was such public endorsement as justified the Park Commission in favorable action. But under the Denver law it was not the public at large that would be asked to pay for the

improvement. The cost was going to fall on one park district; a comparatively small number of people would have to pay for it, and so the battle was by no means won. But Mayor Speer still lent to the project his powerful support, and Chairman Read of the Art Commission never rested. Much credit must be given also to Jacob Fillius, the president of the Park Board, officially the matter being from this time in the Park Commission's hands.

There was one favorable and one unfavorable condition affecting the situation. The first was that the East Denver Park District, containing some business and a good deal of high class residence property, was the richest in the city, with an assessed valuation on real estate of upwards of \$60,000,000; and that upon this rich section no park levy had ever been made, the park area it had having been given to it by Congressional grant, or been paid for by the city at large before the district plan was in operation. As compared with this situation, the other three districts, with an assessed valuation of only \$32,000,000, had lately spent \$800,000 for park work. These considerations seemed to make favorable action by the district no more than reasonable. But the unfortunate condition was that there was need of the district doing, at this particular time, a good deal more than simply provide a Civic Center. There were small parks, playgrounds and boulevards to be created, for Denver was launched on a comprehensive plan of city improvement, and these other needs about which there was little dispute, were going to cost the district about a million dollars. That the people of one park district would voluntarily tax themselves \$2,500,000, even if to do so would create a satisfactory Civic Center, was by no means a foregone conclusion. And under the law the matter did rest with the people themselves. At all events there was sure to be some determined opposition.

The Park Board carefully made its estimates, divided the District into nearly forty subdistricts in which assessments were graduated according to the estimated benefits, and at last, on August 18th, 1909, was able to announce through newspaper publication just what each lot owner would have to pay, in total tax and in average annual assessment for ten years, if the plans were approved. This publication continued for

ten days. Then for ninety days, until the end of November, the people had the right to file protests. If only 25 per cent of the affected property should protest, the plan would by law be defeated.

Those ninety days were days of most strenuous contest. It was claimed by the friends of the project that there was a great deal of misrepresentation and falsehood. Certainly there were some villifying newspaper articles and some erroneous

the right also to withdraw their protests within that time if they changed their minds. The thing that was going to count was the number of protests that were on file at the end of the ninety day period. So the champions of the movement did not give up, even when they feared that for the time being their cause had been lost. As one statement after another was disproved protests began to be withdrawn, for as a whole Americans are fair, and finally the volume



ISLE OF SAFETY WITH LIGHT STANDARD, LATELY CONSTRUCTED IN THE TRIANGLE AT BROADWAY AND SIXTEENTH—A SUGGESTION OF THE REPORT OF 1906

This view is interesting also showing the Court House and the character of the buildings on the original Civic Center site, which, low as they are, almost conceal it

statements as to the taxes that would be levied. Before these could be overtaken and negated by true explanations so considerable a flood of protests flowed in that, had the time for consideration been half as long as it was, the plans would have been defeated by a very emphatic majority. In the years to come, residents of other cities, admiring Denver's great improvements, need not think that it was easy there to secure approval for the expenditure of large sums. Taxpayers are pretty much the same all the world over. But the people who for ninety days had the right to file protests, had

of withdrawals balanced the volume of new protests, and then passed it, and from that time the opponents of the plan were making a losing fight. And all the time the arguments for the improvement were being given. These would make an interesting volume of civic appeal. It would be a book of which the citizens of Denver would have as much reason to be proud as of their Civic Center. Near the end of the month there was held in the Auditorium a great public meeting, under the auspices of the Chamber of Commerce, the Traffic Club and the Real Estate Exchange. Its announced

purpose was to make public and authoritative explanation of every detail in connection with the projected betterments. The Mayor, the president of the Park Board, a former Mayor and a clergyman spoke. The latter urged that the acceptance of the con-

improvement work that other cities in Europe and America were doing; a letter was read from a former Governor; and the official explanations were lucid and explicit.

When the ninety days had expired, it was common belief that the standing protests were insufficient to defeat the project. But it took a long time to determine this with certainty. The district contained 72,255.68 lots; many thousand lots were included in the protests, and it was known that some of the protests were fraudulent, or at least not legally effective, owing to duplication or to the location of the lots outside the assessable district or for other reasons. Both sides, and the Park Board, put men to work on the records. The conclusion announced by the City Engineer, who reported to the Park Board, was that the lots included in legally effective protests were only twenty per cent of the area to be assessed. The fight had been won. And, in spite of all the tumult and the shouting, it had been, as *Denver Municipal Facts* well says: "the determined silence, the splendid spurning of the right to protest on the part of nearly four-fifths of the property owners in the East Denver Park District, that won the day." The owners of more than 60,000 lots rebuked in silence the opposition. With no one supremely dramatic moment, and with no inspiring general assault, the victory had been gained because a great majority had kept the faith and had stood their ground.

I have said that in the three years since the first report was made and Denver awakened to consciousness of what the city might become the citizens had been doing a great many other things than simply dreaming of a Civic Center. A letter from the chairman of the Art Commission, written two months after the Report was submitted, said:

"As to accomplishing other things recommended in your Report, a smoke ordinance has been passed and the inspectors appointed; a City Forester has been appointed and the entrance to City Park, as recommended, has been virtually determined on. The public comfort station is already under construction, the Auditorium plans are agreed on, the Sixteenth Street lighting so far settled that we are getting bids on the work, and the Welcome Arch is almost completed."

The Welcome Arch had been planned before my arrival, and was under way at the station entrance, but even with that omitted



SIXTEENTH STREET LIGHTING SYSTEM

templated Civic Center, parks and playgrounds, meant much more than mere physical beauty. That it meant a better city morally and mentally as well as materially had been, he said, the lesson of beauty in the past. Former Mayor Rogers told of the

the record is a pretty big one. For the lighting it is proper to say that Mr. Read himself is more largely responsible than any one else, he having designed the fixtures, and supervised the installation of the several systems of ornamental municipal lighting since completed.

In addition to the Civic Center radical and costly improvements recommended in the Report had been the extension of Broadway at least to Larimer Street, and a series of boulevards and parkways that would tie the scattered parks into a system. The Broadway extension was urged mainly on traffic grounds, and so commended itself that the Committee of Twelve, in reporting on the Civic Center, added the recommendation that this be also done. It may, said the Committee, "at first sight appear to be a costly undertaking, although it is not so in reality, as the street would pass through property which now has no great value, but which would, in consequence of the extension, at once command prices that in the opinion of the Committee would compensate many times over for the cost of the improvement." This view was generally accepted, and the improvement is now well advanced. As to the boulevard and parkway system, it was possible in my short visit to do little more than point out the need, and make a few suggestions as to the lines and manner of development. Accordingly, the administration did the wisest thing it could do in acting on the suggestion. It sent for George E. Kessler, a man of large boulevard and parkway experience, to come and make a concrete study of that one subject. This he did with much ability, designing a very comprehensive system which now is being rapidly realized.

The Auditorium was not put on the site I recommended, but the building of it, its artistic interior decoration under the direction of the Art Commission, and its operation as a great municipal theatre, has been one of the most striking of the civic achievements of the administration of Mayor Speer. Great viaducts have been built or are building, and important additions of area have been made to some of the parks. Three years ago the city did not know what a good playground for children was. It was necessary to explain that the modern idea of a playground was something else than a vacant space where children, unsupervised, had the opportunity to fight it out. Today

Denver is one of the leading cities in the playground movement.

Perhaps in few words no better idea can be given of the enlarged civic conception of Denver, of the rate at which the city—already progressive, new without rawness, and admirably built in many respects—is being reconstructed, than by quoting some of the things which were provided for in that tax



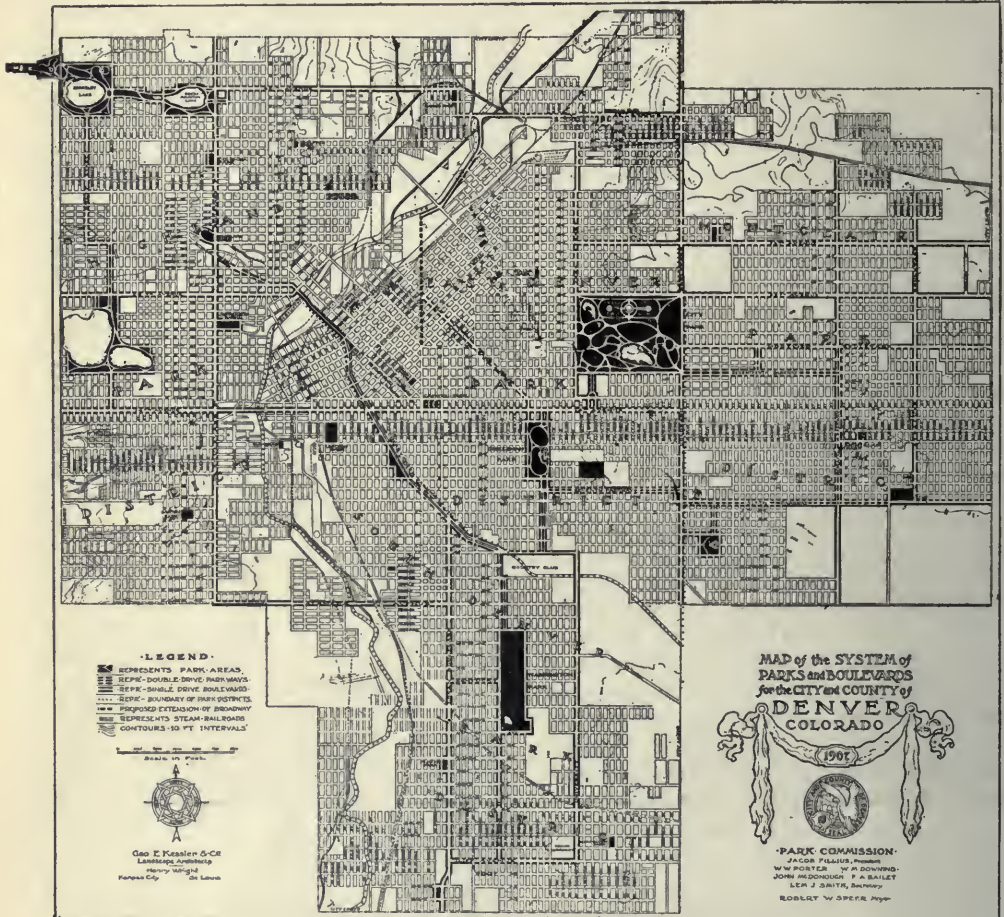
ORNAMENTAL LIGHT POSTS, DENVER

levy accepted a few months ago by the East Denver Park District. These were the things which, though estimated to cost a million dollars, were accepted as a matter of course, as being practically out of the field of discussion. The only fight was on the Civic Center.

There were to be (I make my summary from the official notice of assessment): six modern playgrounds, averaging a block or

more each in size; another block was to be taken to make a small park; other blocks were to be added to the area of City Park, and seven small pieces of land were to be acquired that the lines of Speer Boulevard, which is new, and of Park Avenue might be straightened. Forty-sixth Avenue was to be widened to a hundred feet and made a boulevard; Colorado Boulevard, with its width of a hundred feet, was to be very

The people of Denver have, speaking in a civic sense, traveled a long way in three years, and they are moving forward now with greater impetus than they have ever had. The Civic Center which has just been authorized is the one most striking undertaking, epitomizing in a single achievement the spirit that pervades the whole city. But other municipalities that would not be outdone by Denver would have had occasion



much lengthened; land for four parkways was to be acquired, these varying in width from 130 to 220 feet; slight additions were to be made to Cheesman Park; Thirty-second Avenue Boulevard was to be extended, and property acquired for an important street extension. All this was in one park district, and was accepted by the people of that district without criticism as conforming to their ideas for the improvement of their city.

anxiously to watch her, even had the Civic Center project been finally rejected. She has had a big Mayor, with the courage that ought to go with great ideas; and as president of the Art Commission she has had a man who not merely had a vision, but who had the patience, persistency and strength to make others see it. These men have not forced the citizens to unwilling action; but they have brought Denver to want for herself the things that they want for her, and

to dream of her future as they long since were dreaming. Denver has been fortunate in its leaders; but the citizenship has

given proof that there was in it the quality which calls out and encourages such leadership.

A Municipal Theatre and Concert Hall

In 1904 the city of Denver voted to issue \$400,000 worth of bonds to build a hall for the Democratic National Convention of 1908. This building, now known as the Auditorium, was erected and served the

shows and expositions of various kinds, which brought in a considerable income.

Last November, after a thorough overhauling, the Auditorium, newly decorated and furnished, was reopened as a municipal



THE DENVER AUDITORIUM

purpose of the occasion for which it was designed. The question then arose as to the best way of making use of the vast opportunities it offered for the future. Centrally located, conveniently reached from all parts of the city, and absolutely fireproof, it seemed destined to fill a large part in the recreation life of the people.

The first step in this direction was taken in October, 1908, when the city opened the building for free Sunday concerts, one-third of the expense of which has been met by the tramway company. The hall was also rented by the city for conventions, lectures,

theatre, and has been in frequent service ever since. A contract had been made with a prominent theatrical booking concern for a season of twenty weeks, receipts and expenses to be shared on a basis of 30 per cent to the city and 70 per cent to the managers. The enormous seating capacity makes possible the low rates for the high-class entertainments presented. Prices range from 25 cents to \$1. The profits from this source go towards the Sunday free concerts, which are sometimes attended by as many as 18,000 people during one day.

An orchestra of forty pieces has given

excellent programs during the winter. The numbers are chosen to please and to elevate the popular taste, and while there is no forcing of the educational element, the wise choice of selections is having its effect upon the tone of the audiences. The concert programs are printed each week in "Denver Municipal Facts," which is published by the city and delivered free upon request.

The Auditorium, with its new equipment, appears to fill every need of indoor entertainment. The audience feels comfortable and safe, finding the heating, ventilation and lighting satisfactory, the acoustics perfect, and knowing that in case of fire the hall could be emptied in three minutes. All the seats are opera chairs, and the line of vision from every part of the hall to the platform or stage is unobstructed. The interior design expresses the Greek dignity and simplicity, and the coloring of old ivory with panels of rose and green is restful and appropriate. The stage curtains were presented by the Daughters of the American Revolution, one of velvet, the other a symbolic painting by Albert Herter.

Aside from the results obtained by the use to which this building has been put the most remarkable fact about it is its two-fold capacity. Within a few hours it can be transformed from a theatre seating 3,500 people, with every needed modern equipment, into a hall where 12,000 persons can be comfortably accommodated. Denver claims to have originated this idea, and to be the only city in the country containing a building so equipped. The ingenious plan was conceived by Mr. Robert Willison of Denver, and claims the admiration of all the theatrical men who have seen it in operation.

The work of making the change is usually done at night. The solid steel proscenium arch and its pedestals, a combined weight of 18 tons, are first lifted by means of cables and electric motors into a little house on the roof of the building. There the structure is chained and braced by steel girders so that it cannot drop. All the other stage accessories (the fly gallery, the dressing room partitions, the scenery and the curtains) are hoisted to the roof, and then the immense hole in the ceiling through which they have disappeared is covered by a great sheet of canvas of the same color as the ceiling. The nine steel-and-concrete boxes on each side of the parquet are run on wheels a distance of 25 feet over a little track to their position along the main walls. The transformation is completed by bringing up from the basement the sections of the platform and putting them together in readiness for convention, lecture or concert. Provision can also be made for giving full floor space for booths and display in case of expositions.

During 1909 it cost Denver over \$34,000 to operate the Auditorium, including the municipal theatre, and the year's receipts from rentals amounted to more than \$23,000. Mayor Speer claims that the balance of expenditure has been more than covered by the big dividends received by the people in recreation and instruction. This enterprise has met with enthusiastic response from the people of Denver and with interested comment from civic workers throughout the country. It suggests an idea which other cities may not be able to develop as fully as Denver has, but which may be a means of civic betterment which shall go hand in hand with other more widely tested plans for relaxation and stimulus.



The Limits of City Beautification—A Reply to an Inquiry

By Frederick Law Olmsted

Professor of Landscape Architecture, Harvard University

You ask me what possibilities there are for a landscape architect to beautify a city already built up; and again, doubtfully, whether in the nature of things, there is much that can be done in the older part of the city as it stands today.

I share your feeling of doubt in so far as to look with distrust on a great deal of well meant agitation for "beautifying" cities, which seems to proceed as though beauty were something that could be put on like a garment or applied like whitewash.

The principal features that go to make up the appearance of a built up city are: first, the sizes, shapes and slopes of the streets; second, the sizes and character of the buildings and their location in respect to each other and the street spaces; third, the distribution of the unbuilt land not included in the streets; and, fourth, the surface treatment of the unbuilt land both within and without the street limits, and the character and distribution of objects that rise from these surfaces, whether trees, telegraph poles, fences or what not.

Of all these the most important, because the most difficult to change, is the street layout. Radical and extensive changes in the street plan of built up cities practically never take place. Sometimes, where a street system becomes unbearably inadequate for the business thrown upon it by a city's growth or by changes in the methods of transportation, relief becomes economically imperative, and a limited number of practically new, wide thoroughfares may be superimposed on an old street plan; and because their appearance is so radically different from that of the old streets and because through absorbing the maximum traffic they are the streets most generally seen, these new thoroughfares sometimes bring about a greater impression of change than would correspond with their actual extent. There can, however, be few instances where such changes in the street plan of a built up city could be justified on merely aesthetic grounds; their primary justifica-

tion must be economic—must be the more efficient carrying on of the prime business of a street, which is to afford passage for persons and goods and light and air. Here, as almost everywhere in city design, beauty must attend on use; and the opportunity for beauty lies in doing the thing that is needed for use in such a way as to give pleasure.

Growth Creates Opportunities for Improvement

While a street system once definitely fixed is apt to remain with little change throughout all history, the buildings of a city undergo a constant, gradual process of demolition and rebuilding. The average duration of the buildings, whether measured by centuries as in many old European cities, or by decades as is more common, or by years as in chaotic New York, affords a measure of the rate of change in the economic and social conditions and of the quickness of the city in adjusting itself to these conditions. Stability in these regards makes for harmony and for the beauty of harmony; instability and rapid change, when not controlled by widespread public taste, make for the discord and civic ugliness characteristic of most prosperous American cities. But instability and change, because they represent growth and vitality, also open the way for constantly increasing civic beauty whenever by any means reasonable harmony of aim and skill of execution can be secured in shaping those innumerable factors in the appearance of buildings which are not determined by economic necessity. This wise harmony of aim and artistic skill of execution can be fully reached only by the development and cultivation of the public taste. We are on the upward road, but it will be a long, long pull;—as no one realizes so fully as an artist, for he knows how slow and uncertain is his own advance in taste in spite of striving as he does all the time for self-improvement.

Something perhaps may be done by enactment, by official compulsion, in the way of

bettering urban architecture. Thus some very-much-governed European cities have taken on in parts a certain official harmony of architectural effect that is very restful and pleasing to an American weary of the discords of his native town; but to thrust government-made taste upon the people must be of questionable value in the long run—must tend to a respectable stagnation of art even under a wise and benevolent despotism; while with us, to have the tone of our architecture controlled by the taste of our municipal administrators might lead, I fear, to stagnation without respectability.

The Cultivation of Individual Taste

Improvement in the appearance of the city as affected by its chief component, the buildings, must come on the initiative of the individual builder, reconstructing or altering to meet new practical demands, and all that a landscape architect or any other sensitive and thoughtful observer can do to help, is to call favorably to public attention examples showing qualities that are suitable to the practical conditions and that tend toward harmony, and to dissuade the public from pursuit of other qualities that may please the fancy in special cases but make, on the whole, for discord or ugliness. One other thing he can do, and that is to set forth as clearly as may be the means of making the public buildings which must be erected or altered from decade to decade contribute as much as possible to the beauty of the city and the artistic education of its people.

The above things are what mainly determine the appearance of a city. They are fundamental and like other fundamentals they are deep rooted and hard to move. One man's efforts can seldom make much impression on them; but every impulse counts, and unless there is some general movement in the right direction as to such matters, however slow, any superficial "beautifying" is rather like writing on the sand.

On a par however with the placing and design of municipal buildings, both as affecting the appearance of the city and developing the public enjoyment of beauty, are the distribution and treatment of public open spaces other than streets. In addition to their aesthetic value the practical functions of such spaces are very various and usually more or less mixed, ranging from

the mere admission of adequate light and air for public or private buildings, through the miscellaneous uses of ordinary city squares, to very specialized adaptations, as in public markets, outdoor gymnasia or filtration plants. It is seldom that an old city which is growing and changing has a series of public open spaces that meet even tolerably well its obvious needs, and usually such a city will find, upon careful inquiry, that it is both possible and profitable to make some changes in the extent or distribution of these public open spaces, as well as in their internal arrangement, and in such matters good professional advice is of the greatest value.

Beauty Depends Upon Suitability

It is after all mainly such matters as the individual design of streets and public open spaces, their subdivision, their surface treatment and the arrangement and design of objects within them that wise municipal action can have the most considerable immediate effect on the appearance of an old city. Here, again, as always, it is not by doing things for the specific purpose of beautification that the best results can be wrought, but by doing all that needs otherwise to be done in the most fitting, orderly and beautifully appropriate manner, and especially by maintaining all that is done with that perfection of efficiency and adaptation to its purpose that always pleases the eye and the judgment. In a street this means, for example, that the curbs be wisely placed with a view to the traffic conditions and at the same time so as to divide the street in pleasant proportions, and their construction substantial and pleasing as to color and texture. It means that the pavement should be good of its kind and well maintained and cleaned. It means that trees should be avoided where there is no proper room for them, and that where there is reasonable opportunity for them they should be properly planted and systematically cared for. It means that encumbrances such as poles, posts, and overhead wires should be reduced to a minimum; done away with wherever it is economically feasible, and so far as unavoidable so placed and so designed as to detract as little as possible from the convenient use and from the pleasant appearance of the street. In all of our cities there is an enormous amount to be done in all such directions.

so much that at times it is rather discouraging; so little can be accomplished in any one year with the resources available, even if there are no human obstructions to overcome, such as obstinate shortsighted officials wedded to routine, lazy or corrupt agents and employees, and the general inertia of the body politic. By concentrated effort, however, examples of the better thing can be secured, and I have faith enough in the people to believe that if their vagrant attention is persistently drawn to the difference between wisely planned, well executed work and the work that results from a policy of drifting or from thoughtless or unskilled guidance, they will recognize the difference and raise the standard of their demands upon their servants.

The Work of the Landscape Architect

The need is for concentrated action by men having not only sufficient technical knowledge in the several fields of action but also an enthusiasm for doing good work and a reasonable amount of discretion and good taste to guide their enthusiasm. The technical knowledge is usually not hard to find and happily the enthusiasm for good work is wonderfully contagious; discretion and good taste we can only pray for, and push to the front when we recognize them.

The whole business and training of a landscape architect is directed toward arranging spaces of land for all kinds of uses with a dominant regard for the pleasure to be derived from the result; and if he has the right stuff in him to start with, this experience and training renders his advice more or less helpful in dealing with any problem where constructions or vegetation must be arranged or designed with any regard for appearance. Of how much assistance he can be in any particular is a matter absolutely impossible to tell in advance. Whether in any particular city his experience elsewhere and his different point of view will enable him to see opportunities for practicable improvements which have escaped others, or to make a more convincing statement of opportunities already recognized or of the means of utilizing them, is a matter of pure guess-work.

So, also, is it a matter of guess-work to say how much time and thought he would have to apply to the problems of a given city before he could offer advice of real value.

As to the other questions, there can be no question but that a landscape architect could give advice of much value as to the laying out of the new territory in streets and as to the location and construction of parks.

The Functions of the City Engineer

If, as I gather from your letter, the duty of carrying out in detail any street plans would normally fall upon the City Engineer, it would be most unfortunate to incur his opposition. The man on the spot is likely to defeat his opponents in the end; and it does not seem wise to get good advice about a street plan and then turn it over for execution to a man bent upon proving the advice to be bad. You may say the City Engineer will doubtless think that the employment of a landscape architect would trench upon his authority and even cast some reflection upon him. There is of course no general reason why he should think so; and other things being equal it would be far better to see him personally and try to get his coöperation than to go over his head. Of course if he happens to be an impossible man, such as are to be found now and then in all walks of life, it may be necessary to disregard him. My experience, however, is that most city engineers have the good of their cities very much at heart and if approached in a proper spirit are glad of any real assistance they can get in pursuit of their duties. The City Engineer is or should be to the physical well being of the city what the family physician is to the physical health of the individual. The best physicians are always the readiest to call in specialists for consultation when their patients are willing to pay for them, and similarly the City Engineer who wants his city to have the best street plan, or the best sewerage system, or the best water supply, is the one who is readiest to consult with experts of special and extended experience in any of those special lines.

As to streets, the most general practice, where a systematic plan is made at all, is to have a special commission, which sometimes has its engineering done by the City Engineer but frequently has an independent engineering force. The former plan, with a consulting expert, is I think decidedly preferable. As to parks, the almost invariable practice is to have a Park Com-

mission which employs a landscape architect to advise as to matters of park location and general design and appearance, and which usually has an assistant of the City Engineer assigned to its staff for the engineering work.

If your City Engineer is fundamentally

a bad one, the sooner you get rid of him the better, for such a man will certainly block progress; if he is not a bad one, then he wants to do the right thing by the city and it is only a matter of tactful discussion for you to come together with him as to the best procedure.

Washington's Safe and Sane Fourth^{*}

By Henry B. F. Macfarland

The National Capital celebrated Independence Day in a "safe and sane" manner for the first time last year. The Commissioners of the District of Columbia, the executive authority, in November, 1908, on motion of their President, made a regulation or ordinance, under the grant of legislative power made to the Commissioners by Congress, prohibiting the sale, storage or delivery, and the use except in public celebrations, of fireworks in the City of Washington or the more densely populated portions of the District of Columbia. This was notice to the fireworks dealers, which they took and respected. None of them, either wholesalers or retailers, attempted to evade the law. Baltimore and Alexandria fireworks dealers advertised their wares in Washington, but apparently they were not patronized except in connection with public celebrations. The citizens obeyed the law literally; only one arrest had to be made, and that was an Italian who could not read English, and who fired off a pistol, not knowing that the law prohibiting such an act had not been suspended. This was the first absolute municipal prohibition of private exhibitions of fireworks.

Realizing that it was more necessary than ever that a suitable celebration of Independence Day should be held, in view of the fact that the old barbaric custom had been broken by the new regulation, the Commissioners requested the Board of Trade and Chamber of Commerce, the two principal civic organizations, to join with them in preparing for such a celebration.

Those bodies cordially responded and a joint committee was appointed with the President of the Commissioners as its chairman. An appeal was made to the citizens for the necessary funds, \$2,500 being asked, and the total amount subscribed was over \$2,800. The interest of the Board of Education and the children of the public schools and of all elements in the citizenship was soon apparent although there was the inevitable protest on the part of those who wanted "the old fashioned Fourth of July."

The plans worked out so successfully, greatly aided by perfect weather, that many of the objectors were converted and the "safe and sane celebration" was established in the good opinion of the community so that it will never be abandoned. No accidents, no fires, a smaller number of arrests than on ordinary days, and a much more general enjoyment of the day, were facts that could not be overcome. The hospitals reported at the close of the day that they had no patients due to the celebration, whereas they had reported 104 cases on the Fourth of July of last year, as due to the accidents from the use of explosives. Incidentally the sick in the hospitals and the sick at home had a perfectly quiet time, including the day and night preceding, for the first time in the history of Washington.

Washington had not suffered exceptional losses either in life or property. But its authorities and its citizens had taken note of the increasing dangers from Fourth of July celebrations, and had determined to do their part in helping forward the movement throughout the country for a safe and sane celebration of the nation's birthday. The

^{*} A paper presented at the last annual meeting of the American Civic Association, at which time Mr. Macfarland was President of the Commissioners of the District of Columbia.

impressive figures of the Journal of the American Medical Association, showing 1,316 killed and 27,980 wounded as a result of the old fashioned forms of celebration during the past six years, were quoted in the newspapers as well as by public speakers in the celebration meeting itself in a manner that convinced most thoughtful people that the time had come for a change.

The program for the day provided for a display of daylight fireworks at a central point with park surroundings and no nearby residences, from 9:30 until 10:30 in the morning; then the public meeting at the same place, surrounding the new memorial of the Grand Army of the Republic and its founder, Dr. Stephenson, where Senator Owen, of Oklahoma, made an oration, the Declaration of Independence was read, the "Star Spangled Banner" was sung, the school children sang other patriotic songs, and the United States Marine Band volunteered and gave music. After this there was another display of daylight fireworks. At least 5,000 people, chiefly in family groups, attended the meeting and saw these fireworks exhibitions, and all were delighted with the shows.

At half past two in the afternoon on the green ellipse south of the White House, at least 5,000 men, women and children listened to a band concert and watched another hour's exhibition of the daylight fireworks, the grown-ups enjoying, as much as the children, the flags, balloons, paper animals, birds and fishes, liberated by the bombs high in air. Later in the afternoon a parade of automobiles decorated with flags and flowers, and arranged by the Washington Post, and for which it gave most of the prizes, passed up and down Pennsylvania avenue, around the Capitol and White House, and down to Potomac Park where the judges awarded the prizes, many thousands enjoying the sight.

In the evening there was an elaborate display of fireworks on the ellipse south of the White House, followed by a beautiful

illumination of Pennsylvania Avenue. The newspapers estimated that between 40,000 and 50,000 people saw these night exhibitions. Never was there a more cheerful or good-tempered crowd. Apparently the young and old thoroughly enjoyed the day, which had a picnic character for most of them. Several of the suburban communities organized their own firework exhibitions, and some had public meetings as well.

The experience of the day suggested additions and improvements for the celebration of the next Independence Day. An historical pageant, a regatta, more field sports, more band concerts, and a wider distribution of the celebration points are among the things suggested for this year. Plans are now being made. The Joint Committee on Arrangements promptly took steps to provide a permanent organization to prepare for future celebrations, the Commissioners having announced at once that there will be no repeal or amendment of the regulation prohibiting the old barbaric methods of celebrating the day. The new order of things met the approval of President Taft, who, upon being told by the Chairman of the Joint Committee of the plans for the celebration, wrote the following letter which was read at the public meeting:

The White House, July 3, 1909.

My Dear Mr. Macfarland:

I have your letter of July 1st with respect to the celebration of the Fourth of July. I am very sorry that I shall not be in the city on that day because of a previous engagement; but I am heartily in sympathy with the movement to rid the celebration of our country's natal day of those distressing accidents that might be avoided and are merely due to a recklessness against which the public protest can not be too emphatic.

Very sincerely yours,

(Signed) WM. H. TAFT.

Hon. Henry B. F. Macfarland,
Commissioner of the District of Columbia.

This letter, sent out by the Press Associations with a brief account of the celebration, must have helped the cause of the safe and sane celebration of Independence Day everywhere.



The City Beautiful the Ideal to Aim At*

By Loring Underwood

Landscape Architect

The fact that so many of you are here tonight, signifies surely that civic improvements are in the air. Let us hope that this evening we may be able to see how some improvements may be brought down to earth, as it were.

I wonder if you appreciate the natural opportunities there are for making this city the most beautiful city in New Hampshire. Yes, the most beautiful city in New England. I fear that you do not, because you have allowed much to be done the last few years that should have been left undone, and much more has been left undone that should have been done.

Now I hope you will bear me no ill will if I take some interpretations of the word to lecture that I find in the dictionary, which are to reprove, to reprimand, to scold, etc.; for I am going to scold you this evening; scold you because you have not appreciated the beauty that you already have here in Concord. If you had, you would not have allowed so many natural beauties to be disfigured in the last few years. To be sure you have many beautiful features of which you may well be proud, namely, White's Park, Rollin's Park, State House Park and beautiful North Main Street, over one hundred feet wide, bordered on both sides with majestic elm trees; (these trees, however, are neglected; many are dying from gas from leaking gas mains that should be repaired at once).

I am going to show some pictures on the screen that will prove that many parts of the city were once more beautiful than they are now. Perhaps there is some excuse for various enterprises in the city not developing in the best way, because you know how our minds get in the habit of taking for granted the appearance of things as they are. We get so accustomed to seeing the same features day in and day out that we cease to use our imaginations to speculate how they might be improved.

Pray don't imagine your problem of improving this city of Concord any exception

to similar problems that are now being taken up by hundreds of other cities of your size. Why are they doing it? Do you think it is simply because they wish to make the city more beautiful regardless of expense? No, it is because the hard-headed business men of these cities, and even the politicians, have come to realize that it is a good business investment.

Beautiful and clean cities attract desirable citizens, and real estate values increase. Clothes don't make the man, but they come pretty near making the city. If you not only wish to attract desirable citizens to this city, but wish to keep those you already have, you have got to make their home, the city itself, attractive to them.

The way other cities have gone about their beauty doctoring will be interesting to Concord. They have learned by experience that people will be led but not driven. You know how it is. Nobody likes to be improved by force, but everybody likes to help improve others. Suppose for example Mr. Jones down the street has an untidy and ugly place, and the Board of Civic Beauty of this city sends its representative down to see him. Perhaps the representative will address him something like this:

"Look here, Mr. Jones, your place is disgraceful, one of the worst in Concord, and my society wants you to fix it up right away. If you don't we are going to make the Board of Health compel you to."

In reply, Jones is very apt to say:

"You tell your society to go to ———. This is my property and I am going to do with it just as I please."

Suppose on the other hand the representative meets Mr. Jones and says:

"Hello, Jones, have you seen what Smith is doing over on the other side of town? Why, he has the assumption to believe that he is going to win the prize this year that the Board of Civic Beauty is offering for the best kept grounds. He is setting out flowers and shrubs, and has the place all spruced up."

Jones will probably reply:

"Well, if the society is giving any booby prize perhaps I will compete for it."

* A public lecture delivered under the auspices of the Civic Department of the Woman's Club of Concord, N. H.

This will give the representative a chance to explain to Mr. Jones the possibilities of beauty on his place. He can persuade him that by a little coöperation in setting an example to others all the private places in the neighborhood may be made attractive, and the value of real estate increased thereby.

Some cities have commenced their improvement by starting with what you might think the hardest problem, namely, getting the children to make gardens, offering prizes for the best kept grounds, etc. I feel that if you can't get the individual interested in taking pride in the appearance of his

The first thing to do is to enlist the coöperation of the newspapers. Also have on exhibition pictures not only showing how certain localities might be improved, but pictures of good examples in other cities. Let cleanliness be your watchword. Suppose for example this society adds to the rubbish barrels which are located at certain vantage points on your streets, this simple sign: "HELP TO KEEP CONCORD CLEAN." It cannot fail to create enthusiasm for better conditions.

I am now going to ask you to come with me, as it were, around your city, and we will suppose that we are on the train just



VIEW OF THE INTERVALLE FROM STATE HOUSE PARK, CONCORD'S CIVIC CENTER
Buildings and railroad separate the two like a barrier

home there is small chance for the City Beautiful on a larger scale; but if you can get enough citizens interested as individuals then you will have public opinion to back the movement in whatever it may wish to accomplish along the lines of park and street developments.

Of course you need an organization to take up this work seriously, because one hundred citizens working together for public improvement can accomplish more than two hundred working separately. Before I show the pictures on the screen let me give you a little further advice concerning an organization devoted solely to the purpose of beautifying the city. You might call it a board of civic beauty or the public improvement society.

coming into the railway station. As we approach the station, we cannot help feeling disturbed at the large number of ugly billboards seen on all sides. Your society ought to establish a branch whose duty will be to take up this question alone; not the suppression of the billboard, but its regulation. Some foreign cities control the erection of billboards, and they see to it that they are not ugly. This form of city control brings a large revenue to the city treasury every year, because advertising spaces are charged for at so much a square foot, and the structures upon which the advertising bills are attached are well built, and are so designed architecturally that they look in keeping with the surroundings.

When we get off the railway station of a city we ought to feel that we are approaching the front yard of the place; but here one has the feeling that he is coming in through the back yard. The approach ought to be so attractive and neat that it will give an air of hospitality.

The arrangement of the various enterprises in a city should not be so different from the arrangement of home problems on a private place. For example the front yard (of which there may be more than

and so on even to the back yard, which in a city or town is made up of important enterprises like factories, coalsheds, ice-houses, disposal plants, etc. These enterprises should be more or less by themselves, and as they are the least attractive of the features, should be at one side so as not to obtrude their objectionable features any more than possible upon the homes of the city.

Now it would seem important that these back yards of the city or town should be



DEPOT SQUARE, CONCORD, AS IT IS

one) of a city is the main approach, and it should be attractive just as it is on a private place. The best part of the city should be occupied by the public buildings (the home of the city) just as the best part of a private place is occupied by the dwelling-house with its living-room having the best exposure.

Close to the most important part of the city should be the shops and stores, the supply part as it were, which takes care of the daily needs of the people, just as the dining-room and kitchen of a house are located each of easy access to the other;

made just as neat and attractive as the back yard of a private place. Of course, it would be unwise to try to make them more ornamental than consistent with the actual service for which they were built; but they may be improved in appearance by the use of trees, shrubs and vines. In our cities it is common to find commercial enterprises of an untidy character occupying beautiful sites which had much better be used for public buildings or for parks or playgrounds, with memorial fountains, statues, etc. This is the reason why so many cities have determined that they shall

no longer have haphazard development, but are having the future development of the city planned for on paper, so that a general comprehensive scheme may be followed and finally completed, even though it may take a hundred years or more before the fruits of the work can be realized.

We will leave the railway station and walk about the city and examine the various conditions and discuss how they might be changed, with the object always in view of a more useful city as well as a more beauti-

could not show it better than by giving a public park, playground, clocktower, fountain or other like feature for the public enjoyment. Concord has many sites now unused, or disfigured by ugly enterprises, that are suitable for such public improvements.

If you consider carefully the present arrangement of Concord you cannot but feel that it is a pity the city has not taken advantage of the wonderful opportunity that it had, and still has, of connecting the



DEPOT SQUARE—AS IT MIGHT BE

ful city. The strongest argument that is generally advanced for not improving and adding to public property is, that it is expensive and few cities can afford to raise the tax rate by appropriating large sums for such purposes. But, how about the wealthy citizen? Why shouldn't he feel called upon to subscribe to such a worthy cause? How could he better show his gratitude to the place where he has been brought up and where he has lived in happiness and luxury than by giving something for the cause? Certainly many citizens owe a debt of gratitude to their home towns, and they

residential parts with the beautiful Intervale Valley along the Merrimac River. At present there is not a decent approach to the city proper from this beautiful section, which lies hardly a stone's throw from your civic center,—the State House Square. The railroad, freightyards, coalsheds, and other enterprises separate the two like a barrier.

The approach to Concord from the north along North State Street and Fiske Street at the foot of Blossom Cemetery once had a wonderful view over miles of this Intervale section toward the surrounding hills.

Now it is almost completely obliterated by a cheap class of tenement-houses. If the city had taken up the question of a city plan a few years ago this section would never have been allowed to develop as it has. There would have been a parklike development in its place.

There was no necessity for this kind of development in this place, for there was plenty of room close at hand for this class of dwellings, and they would still have been of easy access to the stone quarries from which the tenants derive their livelihood.

When we go to the south-end of Concord

this fact will appeal to the city of Concord so strongly that this civic center will be connected with the Intervale section by its extension toward the river by a handsome bridge over the railroad tracks; the problem being similar to the one in Springfield, in which city a few years ago \$200,000 was raised for the purpose of extending Court Square, its civic center, to the river over the railroad tracks.

While we have in mind the extension of your civic center as the ideal to aim at, let us hope that the city will go ahead on some of the lesser improvements that have been



VIEW ON MAIN STREET, CONCORD



THE SAME PLACE—AS IT MIGHT BE

and look at the conditions there, we find that the approach on this side of the city has the same faults as that through the section known as Fosterville. The views that were once so beautiful along the grand sweep of the Intervale Valley have been not only disfigured, but in many cases entirely lost to view because of the homely intervening buildings, close upon the highway's edge.

Your State House Square is beautiful in itself, but is hemmed in so that its beauty does not show to advantage. Some day

illustrated this evening. It may be fifty years, a hundred years, or even longer before this square, which contains the state capitol, will have its proper approach. But, mark my words, I prophesy it will come, because the government cannot afford to have its home appear to a disadvantage.

I wish you all success in your work for the City Beautiful. If I have accomplished nothing more this evening than to make the community realize its own higher possibilities I shall have accomplished something worth while.



The Conning-Tower

Arthur H. Grant, Editor

In Labor Preferring One Another

Recently, when addressing a woman's club on civic betterment, the editor told of Bobbie Pankton's Grandma. The audience saw the application of the story to the subject in hand so promptly that, by Mr. Masson's kind permission, it is given to our readers in this issue. Every movement for civic improvement runs foul of some or all of these people. Ultimately, by roundabout methods, public opinion is aroused to the point where something is done—something that any one of the people who have passed it along could have done quietly and expeditiously, if not single-handed, then two or three together. If we weren't so much afraid of doing more than our share we'd come nearer to doing our share—which most of us don't do now.

How? asked one of my auditors at the close. Begin with your own front or back yard; *then* interest a neighbor; then you two interest a third, and before you know it you'll have your town or city aroused on the subject of cleanliness and beautification.



Washington Files a Caveat

The rivalry for the honor of being the first to inaugurate some form of civic betterment, which is now manifesting itself among our cities, is a good symptom. In such a contest size and wealth count little; civic enthusiasm and determination are the forces which push cities into the van of municipal progress. So, in order that none other may claim her glory as a pioneer, Washington hereby files a caveat to the effect that in November, 1908, her Board of Commissioners absolutely prohibited the private sale and use of fireworks for the ensuing Fourth of July, and began plans for a substitute celebration, thus becoming the first city to enact such a prohibitory ordinance. It is certainly fitting that the national capitol should be the pioneer in removing the stigma from the celebration of the nation's birthday. Word comes

to us that other cities have been aroused to action by Mr. Moree's article in the April issue, and Mr. Macfarland's article in this issue should appeal especially to city officials who have the power to put an instant end to the loss of life and property which has become the stigma of Independence Day.



Pioneer Cities

This claim on the part of Washington suggests the desirability of awarding to other cities the laurel wreaths that are due them for initiating various forms of civic betterment. Galveston, for example, originated the commission form of city government, to her own great gain and greater honor as the first of many cities to adopt that plan. Let's make up a list of the "first" cities. Nominations are in order.



The New "Spring Cleaning"

Speaking of cleanliness, the women's clubs of Pennsylvania are trying, each in their own locality, to bring about a clean-up week this spring. Each one could, of course, have undertaken it alone; but the knowledge that other clubs are working toward the same end is in itself an inspiration and a stimulus to renewed energy. But how about the other states? Will they rest content in the midst of rubbish with the knowledge that every Pennsylvanian city is cleared up and clean? It isn't too late for united or individual action.

See how things come to pass. What today depends upon the voluntary coöperation of individuals to accomplish something that is no more their affair than it is the affair of countless others becomes tomorrow the established policy of a city. In Wilkes-Barre clean-up week is a civic function. The Sanitary Committee of Councils has sent to each householder a notice to the effect that the first week of May "is to be held and known as clean-up week," and that said householder is expected to do his

share of the cleaning subject to being haled before the Mayor and fined in case of failure to comply with the suggestion.

These details are not left to the promptings of the individual mind. The notice is explicit in its suggestion as to what to do and how to do it. But best of all it explains why these things should be done. The circular is so courteous and so sensible that he must be a curmudgeon indeed who will not look with pride upon the work of his hands at the end of the week, and rejoice that he had had a share in making *his city* more wholesome, clean and generally attractive than it ever was before.



A Tragic Comedy

Describing a civic association in a good sized city a correspondent writes that the members meet once a week and *talk* of civic improvement, confining even their talking to "safe" subjects. Although this association includes in its membership a large number of people of ability and influence, it accomplishes practically nothing. Why? Because most of its members are cowards, made so by their consciousness that they themselves are not loyal to their city; because they are profiting at the expense of civic beauty and decency.

The association started out to have the telephone and telegraph poles removed from the streets. Naturally there was objection. As the objectors were members of the association and had business and social ties with other members, the matter was dropped and smoke abatement was taken up instead. But immediately a howl went up from the manufacturers and soft coal dealers, and as they were members of the association and had ties, etc., there was another quick sidestep. The schools were said to be insanitary and to be honey-combed with graft. But behold, the grafters were members, etc., and a hasty retreat

was made by this obliging "civic association." Manifestly it would not be politic to attack the billboard nuisance, and other avenues to progress were likewise found marked "no thoroughfare." Fortunately, however, a member suggested tree planting; and, as young trees do not interfere with anybody or anything, the association seems at last to have found something that it dares to do; (of course the trees can be cut down or mutilated when they grow large enough to interfere with the wires). The funniest thing of all is that some of the members will read this absolutely true story and will wonder, with our other readers, what city it is where the people are willing to let the well-being of say a hundred thousand men, women and children be sacrificed to please little groups of selfish persons, some of whom are common thieves, but all of whom stand high in business and society. Now that you have had your laugh, gentle reader, ask yourself what would happen if the same reforms were undertaken in your city. Is it still funny?



The Cities' Roll of Honor

Two new cities, Minneapolis and Dallas, gain places in the roll this month, and San Francisco drops out. The only other change of importance is the rise of Los Angeles from fifteenth to ninth place. The order now is: New York, Rochester, St. Louis, Philadelphia, Boston, Pittsburg, Chicago, Providence, Los Angeles, Washington, Memphis, Grand Rapids, Minneapolis, Springfield (Mass.), Dallas and Albany and Santa Barbara tied for sixteenth place. This roll shows, incidentally, how national is the clientele of THE AMERICAN CITY. It appeals with equal force to the citizens of Boston and Los Angeles, of Minneapolis and Dallas; for this movement for city betterment is the most thoroughly national of any of the great movements that have stirred our country.



When Grandma Fell in the Well*

By Thomas L. Masson

Little Bobbie Pankton's grandma had fallen down the well.

Bobbie heard her groaning as he came home from school. He leaned over the side of the well and saw her there. He ran in and reported it to his mother.

"Are you sure?" said that lady.

"Oh, yes, mamma. I saw her myself. And she looked up and asked me to help her out. I am afraid she will catch cold."

Mrs. Pankton's mother was at her wit's end. She hastily consulted her engagement pad to make sure that she had not made a mistake. Yes, she had an engagement for that afternoon to play bridge, and she had only time to get ready. In the emergency she called up her sister Adele, who lived across the way.

"Adele, mother has fallen down the well. I suppose she went out for a walk, and must have gotten thirsty. She probably leaned over too far. I imagine her feet are wet. Now, unfortunately, I have a bridge party on hand. Could you run over and get her out?"

Adele was one of the accommodating kind, the kind that always promises but never performs.

"I'll do the best I can," she said sweetly.

"I knew you would."

Adele thought for a moment. She, too, was going to the same bridge party that her sister was, although she did not think it wise to tell her.

"I have it!" she exclaimed at last, and rang up the fire department.

"Will you please get my mother out of a well?" she explained. "It is in the rear of the house next to me—Pankton's."

"They are out on a fire now," said the man in charge, "but I will make a memorandum of it."

"Thank you—please don't forget. It is really very important."

When the fireman came back from his work he saw the order and couldn't help but smile.

"We can't go out on a chase like that," he exclaimed. "The insurance company would fine us. Still, I suppose something

ought to be done about it. I will call up the village doctor."

The doctor said that he had no appliances on hand for getting an old lady out of a well and, besides, it was against professional etiquette. He would, however, call, so he dropped around at the Pankton's, and, with his best bedside manner on strolled up to the well.

"Sorry I can't get you out," he said pleasantly, "but have no fear. Since Christian Science has come in we doctors make a rule never to alarm a patient. I assure you you will come out all right in the end. I will leave this prescription and you can send for it."

"Can't you get it filled for me?" cried out the old lady.

"Dear me, no! That isn't my duty. Take a sleeping powder every three hours, until you fall asleep. I will call in the morning and see how you are getting along."

On the way out he happened to see the waitress, who was reading one of Thomas Hardy's novels in the library.

"You might give her some chicken broth," he said, "but nothing heartier."

"Chicken broth!" murmured the waitress. "Is that what I get twenty-five dollars a month for—to feed chicken broth to old ladies in wells? I trow not!" and she went on reading.

When Mrs. Pankton got home at six o'clock she was terribly annoyed to think that her mother was still in the well.

"Now, isn't that just like Adele?" she exclaimed. "She assured me that it had been attended to."

At this moment her husband came in and she turned to him.

"Mother is in the well," she said. "She fell in there this morning, taking her walk, and think of it! I have actually been so busy that——"

"Now, don't think I am going to do anything about it," exclaimed Pankton. "I am not a bit mechanical, as you know. I have always made it a rule never to do odd jobs like that. Besides, it's your funeral. You run the household end of it, don't you?"

* Reprinted from "Life" by permission.

"Well, can't you give me your advice? Can't you tell me who to send for?"

"Murphy, the contractor, of course. But there's no use doing it now. His men are all union men——"

"I understand," said Mrs. Pankton, petulantly. "I'm not so stupid as you think. Didn't I have the painters in the house the other day? But, in the meantime, what am I to do? We shall have to get an estimate from Murphy, of course, and that will delay mother. You know she helps make up the beds in the morning, and if she isn't here to do it the servants will leave."

"That settles it," said her husband, with a look of extreme annoyance. "Here I come home tired and expect to have a quiet evening all to myself, but now I shall have to go to the club in self defense. I bet you put her in the well, anyway, just to harass me." And he went off growling to himself.

In the meantime one of the neighbors had dropped in to talk about it.

"I understand that your mother has fallen in the well," she said. "Were you thinking of getting her out?"

"Yes."

"I suppose you realize the danger?"

"How so?"

"In all probability she has typhoid and with all my children living so near I don't think you ought to let me run any risk. At any rate, I shall report it to the Board of Health." And she went off.

It was growing dark, and as you always hear noises more in the night, pretty soon grandma's groans could be distinctly heard. Telephone messages began to come in from near-by houses saying that the Panktons were disturbing the peace. The police department was notified, but they refused to act, as there was no section in the State constitution which dealt with old ladies in wells. The next morning the officer from the Board of Health, the doctor, Murphy the contractor, the chief of police and several neighbors arrived at the same time, but on looking over the ground each refused to act.

Pankton was desperate.

"If this keeps up," he exclaimed, "the price of real estate will begin to depreciate. Why don't you get your mother out of the well, any way? You are a nice sort! I'd do something about it if I were you, just as a matter of pride."

"Don't you worry," said Mrs. Pankton, with a gleam of intelligence in her eye. "Everything will be all right. The trouble with you is that you are in too much of a hurry."

And in spite of the fact that she had never been so busy in her life she sat down and wrote several letters explaining all about it.

These letters started the ball rolling. The *Ladies' Home Journal* came out flatly in favor of grandmother, devoting a page and a half to the subject. "It's high time," said the editor, "that public opinion was stirred up."

The *Woman's Home Companion* followed, publishing some heartrending pictures. Charles Edward Russell was engaged by *Everybody's Magazine* to write the full history of grandmothers who had, in times gone by, fallen into wells. He proved conclusively that graft was at the bottom of it all. The *American Magazine* and *McClure's* both came nobly to the rescue, and then the daily papers took it up. Grandmother, eating her bowl of soup and toast three times a day, provided by popular subscription, with the aid of the Daughters of the Revolution and the Colonial Dames, waited in calmness.

"It is hard," she whispered, "but after all I feel that the public is coming around to my side. I shall be vindicated I firmly believe."

* * * * *

One morning a couple of months later, as Mrs. Pankton started to make up the beds on the upper story, she glanced out of the window and uttered a cry of joy. There were the village doctor, the head of the fire department, the chief of police, the president of the Board of Health and Contractor Murphy, each man with his coat off, triumphantly helping smiling grandma out of the well. In a corner of the yard the village band, hired for the occasion by popular subscription, was playing "My Country 'Tis of Thee."

"There!" she exclaimed exultantly to her husband, "I guess now I shall be able to get my servants back."

"I have always maintained," said her husband, as he nonchalantly skimmed the comic supplement, "that, give the American people time enough, they will always rise to any emergency!"

The Disposal of the City's Waste

By William F. Morse

Consulting Sanitary Engineer

PART II—THE FINAL DISPOSITION OF WASTE

From time immemorial the people of every nation have destroyed by fire various forms of waste matter. Under the Jewish code there was a place appointed for the purpose near Jerusalem, called "Gehenna," or the place of burning. Here great fires were kept constantly alight, fed by the refuse brought out from the city. The Roman law also provided for a place of deposit where offensive matter might be laid, and at midway points set up pillars inscribed, "Take your refuse further, or you will be fined." Forty years ago the man who was at the time the "Golden Dustman" of London built ovens in Paddington for burning such portions of the refuse as had no market value. These first furnaces were crude in design and insubstantial in operation, and they were suppressed. Subsequently a Mr. Fryer took up the idea, and built at Manchester in 1876 what was called the first refuse destructor. This was the beginning of the movement for the disposal of waste by incineration in England, and it has now become general in the United Kingdom.

The American Crematory System

In 1885 Lieut. H. J. Reilly, U. S. A., erected at Governor's Island, New York Harbor, a structure which was afterwards known as the Government garbage furnace, similar ones being built at many army posts.

In 1886-1887 the first American municipal garbage crematories were installed at Wheeling, W. Va., Allegheny, Pa., and Des Moines, Iowa. The Des Moines furnace, which was invented by Andrew Engle, was more successful than the others, and in the ten following years was built at some fifty places in the United States. It was provided with a high chimney at the rear end. At this end also was placed the first or "primary" fire, the heat from which passed to the front end over thick layers of waste of every character, piled upon transverse bars. At the front end was placed a

"secondary" fire, over which the gases and smoke from the combustion of the waste material passed on their way to the chimney, returning beneath the transverse bars (or grates), thus heating from the under side the material to be destroyed. This cremator was charged through circular openings in the top. Liquids passed through the grate bars to the bottom of the furnace, where they were evaporated. The central idea of the inventor was to burn the refuse by a large coal fire, and to reburn, or reheat, the gases to the point of ignition with the assistance of the secondary fire located at a point where it would intercept them on their way into

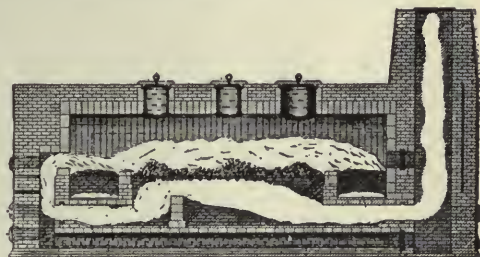


FIG. 23.—THE LATER ENGLE CREMATOR.

the chimney. On the sides of the cremator, on a line with the grates, were doors for stirring up the waste to expose fresh surfaces to the heat. Below was another set of doors for the removal of ashes. The charging ports in the roof were frequently made large enough to receive the carcass of a horse or other large animal.

Various other furnaces, most of them, however, similar to the Engle furnace, were constructed, and up to the beginning of the present year a total of 216 crematories and incinerators had been installed in American municipalities. Many of these were inefficiently constructed, being designed merely for the purpose of securing a contract, and were operated for comparatively short periods, as they were found to be expensive and insanitary. The majority of them have been discontinued, abandoned

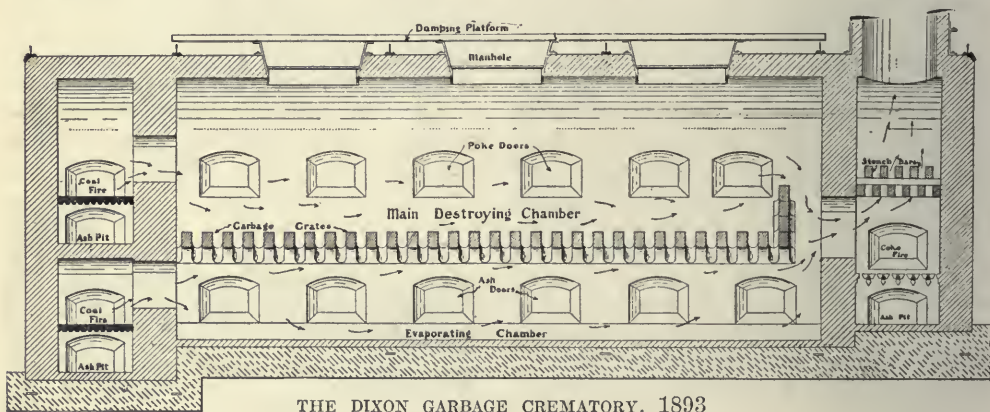
or are being rapidly replaced by others of more efficient and scientific construction.

The lack of success which has attended the majority of these constructions may be attributed to the following facts: ignorance of the composition of the material to be dealt with; faults of design arising from a lack of sound engineering knowledge of the principles of combustion; the overweening confidence of the builder in the particular design advocated; absence of accurate records of operation; failure to conduct formal tests in behalf of the municipalities to show that the contractor has complied with the terms of the contract. Another reason for failure was unskillful management. The furnace was usually run by men who were political appointees entrusted

an uncertain, expensive, often insanitary, method.

Today when towns and cities are asking for information in regard to the disposal of waste by fire they are not inclined to repeat the errors of the past, but demand that a record of successful installations shall be submitted, that guarantees shall be given under bond for durable construction and for operation without nuisance and within a certain stipulated price for fuel and labor.

The chief disadvantage of the crematory system is that it can be employed only for the disposal of garbage, or putrefactive matter, which is only about one-eighth of the whole body of municipal waste. It does not produce steam power, even that



THE DIXON GARBAGE CREMATORY, 1893

with the operation of a furnace of whose principles they knew little or nothing.

It must be admitted, however, that the fault was not entirely on the side of the crematory builders and those who were responsible for the operation of the apparatus. At first the work of disposal was in the hands of boards of health and committees of council unacquainted with the construction of furnaces, and totally unfamiliar with the problems of heat, combustion, smoke consumption, and other vital questions connected therewith. This implied the acceptance of an untried installation upon the recommendation of the builder only. In many instances the question of political influence or actual graft was the interest which dictated the acceptance of a particular plant, and the granting of a franchise or contract therefor. Under these conditions municipal waste disposal by crematories has been found to be

sufficient for its own needs of forced draft; it requires large amounts of fuel for the evaporation of water and the destruction of wet material; it can care only for the garbage and a small proportion of combustible refuse, and this in a construction that limits it to the work specified.

The temperature obtained by the crematory system is highest at the primary fire-box. This rarely rises above 1800 degrees, and is usually no more than 1500. This temperature is lowered as the gases and smoke approach the chimney, and there is great danger of nuisance being caused by the emission of dust and noxious vapors. It is well-known that to destroy animal and vegetable matter, and to consume the gases thrown off by the process of burning, the temperature must be maintained throughout all parts of the apparatus at 1500 degrees Fahrenheit. The construction of a crematory does not permit the mainte-

nance of this temperature during all the period of combustion, hence the danger of the discharge of offensive gases. The principle of successfully burning wet matters, as stated by one of the foremost engineers of this country, "is to surround the wet material with fuel and highly heated surfaces; then, to arrange the apparatus so that the rapidity of combustion shall always be equal to and not exceed the rapidity of dessication," or drying-out. When a crematory is charged with thick masses of household garbage, and fire from one end of the apparatus is passed over and under the material on the grate bars, there is a

tories have been built upon the assumption that two hundred tons per day would be destroyed, but practical operation has proved it to be an impossibility to treat this amount at one installation in any single city in the United States. At the present time crematory builders are seeking to improve their apparatus by the addition of new devices for drying-out wet garbage, and by the introduction of forced draft to increase the efficiency of the fire-boxes. But it is a matter of great difficulty with this form of construction to obtain much added efficiency, or to decrease the expense of operation.



DUMPING GARBAGE AT SEA, NEW YORK

New York has abandoned this method, which is still used by a few cities. It defiles beaches ninety miles distant.

continual loss of heat caused by the evaporation of liquid, and the surrounding surfaces do not become heated to the point of assisting combustion. Now, when the temperature is still further lowered by the necessary opening of doors for the purpose of stirring up the garbage and exposing fresh surfaces to the flame, the combustion is checked until the cold air that has rushed in is heated to a point necessary for the continuance of the process.

There are very few crematories, or incinerators, which was the term afterwards employed by some builders, capable of receiving and treating daily the quantities of waste produced in large cities. Crema-

Institutional Crematories

In noting the use of the crematory method it was observed that the system was better adapted for the disposal of smaller quantities of waste than would be produced in cities and towns. Institutions, public buildings such as hospitals and sanitariums, hotels, and other establishments where garbage is produced on the premises in uniform daily amounts, found themselves able to employ crematory methods with a large saving of expense in disposal, and with the certainty of destruction without nuisance. The first furnace of this character was built in New York City in 1889 for the city Board of Health, at Willard Parker Hos-

pital. With some changes and modifications it is still in use. The amount of worthless material which has been in contact with infectious diseases and has been destroyed in this furnace is enormous in volume and weight. It has been of great assistance to the medical department of the city. This first example was followed by many similar installations in the large hospitals in other cities until now the equipment for the disposal of waste is thought to be as much a necessity as any other machinery installation in institutions of that character.

The method has also been adopted by many business houses, where the trade waste accumulations are often large in volume and are costly to remove. These institutional crematories, as they are frequently called, are employed in more than two hundred different places, with economy and efficiency. The furnaces are built to conform to the conditions of floor space, convenience in handling and working facilities. They are usually connected with large, high chimneys, and hence are used without forced draft. In addition to the disposal of institutional waste these furnaces are useful in railway terminals and central stations where the destruction of large volumes of miscellaneous waste is a matter of daily necessity. It has also been found expedient to employ this method for the disposal of debris from the laboratories and dissection rooms of medical schools and colleges.

It may be said that there is no form of institutional waste that fire will affect that cannot be disposed of efficiently and economically by the adaptation of a crematory for the purpose. There is even a possibility of obtaining power by the utilization of the heat by a steam boiler. This feature, however, is not usually made prominent, as the quantities are limited, and the main purpose is solely the quick disposition of worthless and offensive matter.

Rubbish Crematories

There is still another, and very important form of usefulness in which the American crematory has been found to be efficient. It was demonstrated by Col. Geo. E. Waring, when he was Street Cleaning Commissioner of New York, that the market value of rubbish, or combustible refuse, was considerable, amounting to as much as \$3.50

per ton. In order to secure it, however, in sorting out the marketable portions it was found necessary to have a crematory that would produce power for its own purposes. Such a form of cremating furnace was devised by the author and installed in Boston twelve years ago. This furnace has been continually employed in burning that part of the refuse which has no trade value, and in doing so has furnished power for the baling of recovered paper, for lighting the building, and for other purposes of the plant. The example of Boston was



THE DOMESTIC GARBAGE CREMATORY, 1909
Suitable for residences and hotels.

followed at Buffalo, where the author installed a similar furnace in the Refuse Utilization Station. This furnace has the capacity of 25 tons of rubbish per day. In this plant 65 per cent of the total amount collected is saved, and consists of articles which find a ready sale in open market. The same form of crematory furnace was successfully used and the plant, first built for a private company, was afterwards purchased by the city, and is now operated for its own benefit.

There has been developed another form of crematory, or combined water-heater, which in its larger forms is successfully

employed in the disposal of waste from apartment houses. It consists of a double-jacketed steel plate construction, connected with an interior circular grate of water pipe, by means of which a continual water circulation is maintained. A part of the heat generated by the burning refuse on this grate may be employed in heating the water supply of the building.

Household Appliances

There have been invented many forms of garbage crematories for use in connection with kitchen stoves built for coal or wood fuel. Some of these are made in the shape of a kettle, designed to be set on the top of the range. Others are made with a separate pocket, or recess, connected with the fire grate. One or two are in the form

of a basket, which are to be set in the stove pipe connecting with the chimney. With careful oversight any one of these may be employed with partial success. In the practical working of these devices it has been found impossible to secure immunity from noxious fumes which escape into the house, or are emitted from the chimney. This is especially the case when considerable moisture is present, or much grease or animal matter is to be consumed.

The old-fashioned way of putting the garbage from the family table into the ash-pit of the coal grate, and when it is dried out spreading it on the top of a quick fire, is probably as simple and effective a way of disposing of it as any that may be provided by a patented invention.

(To be continued)

Decision in the St. Louis Billboard Case

The Supreme Court of Missouri has handed down a decision in the appeal taken by the City of St. Louis against the order issued by a circuit judge, enjoining it from enforcing the billboard ordinances, a synopsis of which was given in THE AMERICAN CITY for March.*

The points made by the billboard companies were:

"First. The Municipal Assembly has no authority or power in law to make such regulations as are contained in said ordinances, and have no power or authority to thus deprive the owners and lessees of private property of the free and reasonable use of the same.

"Second. The provisions of said ordinances are unreasonable, unjust and oppressive, and go far beyond the regulations necessary for the protection of the lives, morals and property of the citizens of St. Louis.

"Third. Said ordinances are not uniform in their operation upon all classes to which they apply, but discriminate against structures for advertising purposes.

"Fourth. Said ordinances undertake to enforce the same limitations and regulations in the open and unsettled parts of the city as in the downtown and thickly settled sections.

"Fifth. Said ordinances, as interpreted

by the Commissioner of Public Buildings, prohibit the plaintiff from making reasonable and necessary repairs on the signs and billboards heretofore erected, and thus relieve itself from great loss and from prospective liability for damages which might arise by reason of injuries caused by boards that become unsafe.

"Sixth. Said ordinances, if enforced, would deprive the owners and lessees of private property within the limits of St. Louis of the lawful and reasonable use of that part of said property which lies within fifteen feet of any public street or within six feet of any building, without any compensation or necessity, whatever.

"Seventh. That said ordinances arbitrarily and unreasonably limit the height and size of billboards, without regard to the location or the surrounding conditions.

"Eighth. Said ordinances attempt to prescribe an unjust, unreasonable and oppressive fee to be paid for permits to erect signs and billboards within the City of St. Louis, and said fees are far in excess of the fees charged for the permits for any other structure or buildings.

"Ninth. Said ordinances attempt to prescribe the kind of material out of which signs of certain dimensions shall be constructed, without regard to the requirements of the location and surroundings of said signs.

"Tenth. Said ordinances are evidently designed to discriminate against the lawful business in which plaintiff is engaged, and were evidently designed to ultimately deprive plaintiff and all others engaged in the

*In that synopsis it was stated that a fee of one dollar must be paid before a billboard could be erected. It should have read "one dollar for every five lineal feet" of each billboard.

same business of their present plant and to drive them entirely out of business in the City of St. Louis."

In ruling against every one of these points in the decision, from which only one judge dissented, Judge Woodson, who wrote the decision, said:

"While the authorities are conflicting upon some of the questions presented and discussed, yet it may be fairly said that all of them agree upon the following legal propositions:

"First, that municipal corporations, even under their general police powers, may, by ordinance, exercise reasonable control over the constructions and maintenance of billboards, house signs and sky signs.

"Second, that said power to regulate said matters begins where the public safety, health, morals and good government demand such regulation, and ends where those public interests are not beneficially served thereby.

"And, third, that the mere unsightliness of billboards and of similar structures as well as their failure to conform to aesthetics, is not valid reason for their total or partial suppression." ***

"As to the third class of cases, that is, those which hold such ordinances invalid because they show upon their faces that they were enacted solely for aesthetic considerations and not for the good of the public are unquestionably sound; and no court should uphold an ordinance which has no better reason than that to commend it to the lawmaker and the courts. If the necessity or reasonableness of such an ordinance should be tested by such a standard, then the standard itself would be hard

to establish, for the reason that all do not have the same tastes or ideas of beauty; what would please one might not please another."

In the paragraph last quoted the learned judge appears to show a lack of that broad and modern point of view which characterizes all the rest of his opinion. Fortunately in this case we can appeal from the judge to himself. For, in another part of the opinion, speaking of signboards and billboards, he says: "They are also inartistic and unsightly."

Therein he expresses an opinion which would be concurred in by an overwhelming majority of intelligent citizens. As a matter of fact, our cities have enacted and enforced ordinances prohibiting obnoxious and unnecessary noises and obnoxious and unnecessary odors, even when the latter are not unwholesome. There is no adequate reason why assaults upon the eye should be permitted any more than assaults upon the ear or nose; and we believe that the time is not far distant when this view of the case will be taken by our courts. In the meantime, the decision quoted above is a long step in advance of many previous decisions and will give renewed courage to those who are conducting campaigns against the billboard nuisance.

The decision has been appealed to the court *en banc*, a decision from which is shortly expected.



The Responsibilities of Commercial Organizations in Furthering the Adoption of City Plans*

By Richard B. Watrous

Secretary American Civic Association

This is not the first convention at which the achievements of commercial organizations have been recounted, their value as efficient agencies in local civic improvement work demonstrated, and pleas made for their further and more general participation in such work. We are not without most gratifying examples of splendid achievements directed by organizations of this character.

At the Cleveland convention of the American Civic Association in 1905 a glowing tribute was paid to the Chamber of Commerce of that city for what it had done for Cleveland through various departments not usually created and maintained by Chambers of Commerce. The address delivered at that time by Mr. Swasey has been printed and reprinted in many editions and its widespread circulation by the American Civic Association has been an inspiration and guide to other business organizations.

At the Pittsburg convention, one year ago, Mr. H. D. W. English, a former president of the Chamber of Commerce of that city, addressed the National Municipal League on "The Function of Business Bodies in Improving Civic Conditions." In a general way the subject has been covered admirably, but the value of these organizations to communities and to the nation at large, in their close affiliation with civic improvements, cannot be overestimated.

The board of trade, chamber of commerce, or by whatever designation it may be called, if it is the kind of an organization it ought to be, is looked upon by the entire community it represents as the head center of its municipal activity. It is consulted before city officials are, and its judgment and conclusions are usually accepted as more reliable and wise than the judgment and conclusions of the ordinary city executive and legislative bodies. It ought to be the strongest organization in a city. It should lead all civic undertakings; at least it should be ready at all times to respond to

calls for assistance, moral and financial, when the calls are worthy ones. Of course there must be improvement societies, people want them and enjoy them, and they accomplish great things, but they need at all times the counsel and advice of the parent associations.

I can only hope to suggest one or more avenues for very efficient coöperation—more than that, leadership—by these organizations. The extent to which cities are recognizing the need of comprehensive plans by which they may proceed intelligently and systematically in the great work of providing all the conditions necessary for living on a high plane of health, comfort, beauty and happiness, presents to these leading industrial associations an opportunity to take a new and more commanding place for the benefit of their communities than has ever before been offered them.

City planning is by no means a small undertaking. It is the crystalized product of years of effort in countless lines of improvement work. Its most ardent exponents admit that thus far the subject is still in its infancy, and that many problems remain to be solved. But comprehensive city planning has been sufficiently tested to prove its real value, and to point out the way for the only perfect and complete development of ideal communities. These very facts add to the importance of applying to the subject the best thought, the greatest energy and the most enthusiasm in making of city planning a science perfect in every detail.

Why should commercial organizations take up such a subject? Most of them have been considered up-to-date in promoting their industrial activities. They have been keen to reach out for new manufacturing plants, to assist those they already had. But to the thoughtful observer of the needs of a city, it would appear that they have been performing only half of their natural functions.

I could wish that this audience might be

* An address delivered at the last annual meeting of the American Civic Association.

largely composed of secretaries and other executive officers of business organizations, that I might point out to them a few practical suggestions worthy of immediate application. Too often the making of parks, the planting of trees, the beautifying of railroad and factory properties, the preservation and enhancing of natural scenic beauty is regarded as purely esthetic, as good subjects for women's clubs and for men of the "dreamy sort." Those holding such views are woefully in error. In their zeal for commercial aggrandizement they are inviting the investment of capital and labor with them, but too often without first having made suitable provision to receive them.

When an individual invites a guest to his house, he sees to it, or his good wife does it for him, that his home is immaculately clean and that every provision is made for the guest's comfort, convenience and pleasure; but in the face of what he would do as an individual the official of a business organization invites, not as guests for a few days, but as permanent residents, thousands of men, women and children to a city too often lacking in practically all the essentials that contribute to good living.

Consider the investor of capital. All kinds of alluring offers are submitted to him. He is promised low tax rates and in some instances assurances are given that taxes will be remitted on his manufacturing plant for a time. But when a capitalist goes to a city he is thinking about some other things than ample switching facilities, plenty of territory for development, cheap water rates and fuel supplies. If he alights at a dingy railway station with dingier surroundings, he makes a mental note of it. If he becomes mud bespattered or dust littered he is likely to make more than a mental account. Does he look in vain for street signs, for shade trees, for good pavements, for restful breathing spots? He is thinking of just a few other things than the opportunity to make money easily. He is, or ought to be, wondering how wife and children will take to this proposed new home. He can, if he must, put up with bad conditions, although other things being equal, he prefers the same pleasant conditions that he demands for the family he supports.

So much for the investor of capital. How

about the investor of labor? He is invited by the thousands, and he has been learning things, too, and is looking for something besides good daily wages. He has a family, usually a larger one than the capitalist, and he is ambitious for that family. He wants his boys to get out of the wage earners' class and into the capitalist or professional class. The great movements designed to stimulate the masses of the people to seek for higher planes of living have not been without their fruit.

The city that wants to increase its population by attracting additional laboring men, skilled and unskilled, must have specific advantages to offer in living conditions. Schools and school teachers are not enough; there must be playgrounds and playground directors; there must be parks, clean, well shaded streets, attractive residence centers, with houses to rent and for sale within the reach of those of limited means, houses that are well constructed, near parks, provided with good water, safe sewerage and ample police and fire protection. Without these accessories, no matter how favored a city may be with railway and water shipping facilities, with areas for factory development, with abundant supplies of raw material, it cannot hope to attain to the greatest heights in commercial and manufacturing industries.

Have commercial organizations a special function to perform in making their cities attractive to those two classes of investors? If their activities have previously been one-sided, it is time for them to turn about and get in line with the advance guard. The day has passed when the commercial association can say "That work is for others to do—improvement societies, philanthropic men and women and enthusiasts in the cultivation of the beautiful." I say it is distinctly the business of the largest and strongest commercial organization of any city.

Standing as it does, or should stand, as the one organization of the city to which its business men look for results, the Chamber of Commerce should have widest range of activities and be in a position to respond to calls for efficient and prompt service in all of them. It is not enough to be a clearing-house of information on industrial statistics, to be a promotion agency; everything that relates to making the city great—richer in its resources, more widely known for its business advantages, and distin-

guished for the care of its people—is worth while.

When its help is called for in anything relating to civic conditions that help should be given. If its constitution and governing rules place definite limits, they should be changed. Committees should be added, and added, to study and act upon every worthy proposition. How many times have business organizations given a polite “No” to requests for coöperation in civic endeavor by women? Ask the women. Say “Yes” to the women. This is not an after-dinner outburst for “the ladies, God bless them,” but a few words of real appreciation. Do you know that the women of this country, and every country, have been the originators and leaders of many, if not most, of the great movements for making living conditions happier and better? The American Civic Association knows and gives this renewed testimony to their zeal, wisdom and true worth.

Here is a city that has a live business organization. The city has wonderful opportunities for development, but the opportunities are more evident than the actual demonstrations. Some one says: “I’ve been reading about city plans. Let’s have a city plan and make ourselves beautiful, clean, healthy and happy as well as great and rich.” There’s the chance, the duty of the leading commercial body to step in and say: “Yes, let’s.” It has the machinery—the machinery of brains, enthusiasm and energy—to take up such a subject and urge it. What if the suggestion comes from some one not even engaged in business, or at least not recognized as a leader in business, possibly not a member of a business organization? The suggestion is a good one. Why leave it to a small group of individuals to study over, worry over and finally give up because it looks too large? If the Chamber of Commerce takes it up the newspapers will take it up, and the success is in sight at the start.

What does such a movement involve? Well, a good deal. Hard work, for nothing. The secretary will have to fill in more compactly the working hours of his day, will probably have to add a few hours to that day, and then burn some midnight oil. Committees will have to work. Some personal sacrifice of time will have to be made

to fulfill committee engagements. Some leading members scenting a possible rise in taxes will throw cold water on the project and threaten to resign. If they do resign (and they do not as a rule) others can be secured. Enthusiasm must be kept at a high pitch, but back of the enthusiasm there must be serious work. The experience of other cities must be ascertained. It may be that traction companies will be called upon to expend vast sums for a rearrangement of their systems, for transportation comprises an important part of city planning. Housing conditions will have to be improved. To accomplish these great things intelligently experts should be retained—experts in landscape architecture, experts in sanitation, in street paving. That takes money.

It is quite likely that the average city council will not have awakened to the necessity for spending the people’s money for such fancies as they may term them. A few citizens should not be permitted to stand that expense, although they have been doing it in many instances. The Board of Trade can afford to assume that expense. The reports will follow after months of painstaking labor on the part of the experts. There is still work for the business organizations to do. These reports must be conveyed to the masses of the people so generally and so intelligently that they will demand their adoption, and that, of course, means a bond issue, large or small according to the size of the city. This is when the City Council will have to act. If it sees a strong public sentiment back of the plan it will invariably act favorably.

Surely it is worth while. Surely it is within the province of the business organization.

While the results will be of permanent and inestimable value to the city, they will be very material to the association that fathers the plan. Directors’ meetings will be well attended, full of life; new support will be attested in working and contributing members.

Having made the house ready, if in addition a city possesses superior business advantages to offer they will be seized. The city will grow, its people will become prosperous, and withal they will be happy.

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

The Value of Improvement Societies

Workers in village improvement societies are apt to grow discouraged because progress is not more rapid, and because nothing goes without hard work. It should be remembered that nothing good is accomplished along community lines without work, and that even slow progress counts as it comes and ultimately, through the accumulation of items, amounts to a total well done. This was well illustrated recently in the town of Wellesley, Mass., where an improvement society has been working, not startlingly but steadily, each year showing some improvement over the previous one. The results were pointed out by a stranger who was visiting the town. One of the local workers told the following story:

"A gentleman called at my store introducing himself as a physician of Atlantic City and the father of a member of the graduating class of Wellesley College. He said that he had traveled about the country a good deal and had never seen so attractive and well-kept a village as Wellesley. What particularly attracted his attention was that all parts of the village were equally neat and attractive. Trees, that in some communities were in bad shape, were in perfect condition here, the streets were clean and tidy, hedges and lawns well trimmed, and there was no evidence of slovenliness anywhere.

"'There must be some influence, some force at work in this community making for civic betterment,' said the visitor. I told him about the Wellesley Village Improvement Association, and he asked for copies of the by-laws, that he might establish a similar association in Atlantic City. He promised to report the result of his efforts when the Atlantic City people had taken action."

"The citizen," says the Wellesley *Townsmen*, "took his interesting visitor to the Church Yard Burial Ground and to the Schoolhouse Pond, of course, and pointed

out the delicately tinted waste paper barrels that adorn the street corners of the village with the legend 'Wellesley Village Improvement Association' on each and every barrel.

"Such evidences of the value of the Improvement Association as a silent influence are very gratifying. Wellesley is looking its best, and with the exception of one or two spots has been free from blemish. Let the good work go on!"

Yes, whether progress be rapid or slow, let it go on. It is no progress that is impossible, for no progress means deterioration and it will mean deterioration till every village has every thing perfectly and permanently improved. That day is not in sight.



Fayetteville Moving Upwards

A report from the little city of Fayetteville, N. C., indicates an interesting line of activities:

"December 31st was a gala day for Fayetteville and the Civic Association. The city was turned over to the association, even to the street cars, which were in charge of members. One interesting and enjoyable feature of the day's program was an old-fashioned knight's tournament, which gave good opportunity for skilful riding. At the fancy-dress mask ball, held in the evening, the winning knight crowned his lady queen of love and beauty, presenting her with the prize won in the tournament. Second and third prizes were also presented, and in addition a prize was awarded one of the ladies for the best costume. The celebration of this gala day netted the Association the sum of \$63.50, which will be used for the work of that organization."

Many devices for raising money and at the same time supplying interesting diversion, what we may call community fun, are being discovered. These affairs are in themselves very useful. They bring the

people together, show them how to work together, and make success more probable for any more serious work that is undertaken.

The most recent practical action of the Fayetteville Association was to bring about a contract for paving. When the paving is finished the Association proposes to do some work developing street lawns and trees so as to finish off the work and add to the attractiveness of the town.



A Good Move for Shanagolden

The little lumbering village of Shanagolden, Wis., ranks high in at least one form of civic work. In 1905 a group of ten women organized for community work and later the Shanagolden Improvement Club was the result. The club early bent its energies towards the development of a social hall and library. Soon \$1,600 were raised by subscriptions and entertainments. A lot was given by the Nash Lumber Company, plans were given by Mr. A. C. Eschweiler of Milwaukee, and many hours of work were given by the laboring men during spare time. The result is a substantial building of attractive design. It is needless to add that it has splendid possibilities.

The building is to be devoted to all forms of recreation within its compass. There is a large assembly room which is at once library, social center and general headquarters for the community life. The books occupy the wall space. Two large fireplaces, "in which are burned real logs," heat the room and add to its cheer. Adjoining the main room is a kitchen, the necessary companion piece of every modern community home. Having the land and so much of the work of construction donated, a good portion of the money raised could go into furniture and books. Many books were donated in addition to those purchased. The Wisconsin Library Commission keeps one of its traveling libraries at the service of the people. As has been said: "The building and the spirit of those behind the project may well serve as a model for other communities."

What might such an enterprise not mean to other communities? The land, labor and books donated would surely amount to \$500. This, with the \$1,600 in money raised, makes the plant stand at \$2,100, or \$7 per

capita for the total population. There are many homeless, hopeless, can't-afford-it towns of from one to ten thousand population. What if they had the snap of the Shanagolden people. Snap is convertible into money. They would then have from \$7,000 to \$70,000 for a like purpose. How many places will duplicate Shanagolden's \$7 per capita enterprise?



A Civic Creed for School Children

The school authorities of Wausau, Wis., have adopted a civic creed for the children of the Wausau schools. This is to be memorized by all the children, and, by whatever processes that seem possible, made a part of the controlling spirit of the life of each child. The creed is so excellent and so pertinent to the needs of growing citizens everywhere, also in such harmony with the spirit of this department, that it is reproduced:

"God hath made of one blood all nations of men, and we are His children, brothers and sisters all. We are citizens of these United States, and we believe that our flag stands for self sacrifice for the good of all the people. We want, therefore, to be good citizens of our city and we will show our love for her by our works.

"Wausau does not ask us to die for her welfare; she asks us to live for her, and so to live and so to act that her government may be pure, her officers honest, and that every corner of her territory shall be a fit place to grow the best men and women to rule over her."



Tallahassee to the Front

The women of Tallahassee, Fla., are making history for their town, and incidentally helping to make the town a more attractive place in which to live. The club women have taken the lead. First they petitioned the mayor to appoint a clean-up day. It was done and carried out with satisfaction. They then petitioned for the care of the cemetery. This was granted and many days work were put in in cleaning up a long neglected spot. Then they planted a camphor tree on a mound at the entrance, planted fourteen live oaks along one of the main walks, trimmed the grass borders and in many other ways added to the beauty of the place. They are hoping to be given full charge of the cemetery

and an appropriation of perhaps fifteen dollars a month by the council to help keep it in order.

These women have a permanent civic department and it is their intention to keep moving along such constructive lines till they have made a more attractive place of Tallahassee. They have started in the right way and a respectable showing in good results is practically assured.



The Work of the Poster Fiend

An exchange points out that "While town officials are struggling with the billboard nuisance, it is hoped that some regulation will be made of the poster evil. There is not a single reason why posts, poles, fences, street trees and buildings should be defaced by posters—we repeat, not a single good reason—yet such vandalism is allowed. Were it forbidden there are plenty of people who would gladly help to enforce the ordinance. *Many would also tear off the offending cards or posters did they know they were within the law in so doing.* Never in the history of small towns has the privilege been so abused. Rains and wind scatter them after these plasters are stuck to the poles all over the town, only adding thereby to the slovenly appearance of many districts. Such posting should be positively forbidden by ordinances sufficiently drastic to protect the appearance of the city."

The italics are ours. In THE AMERICAN CITY for September it was pointed out that a Massachusetts statute declares all such gratuitous posting to be a public nuisance which may be abated by any citizen.

And now comes the anomaly of anomalies. From ancient Stockbridge, praised in our January issue, comes a petition for a repeal of this section and for a new section which will make it possible for the selectmen to authorize any one to placard and post the highways, under the guise of providing proper markings. Already the laws of Massachusetts provide for such proper markings by public officials and impose a penalty for noncompliance. And yet these citizens of Stockbridge would open the way for an orgy of commercialism and crudeness. The petitioner is a garage owner, and the local senator, who stands sponsor for the bill, is the owner of two local hotels. They are particularly anxious

to have the ways fully marked, but they have, in their activities toward this end, not stopped with such markings but have erected baby billboards in the highways and have placed private advertising upon them. Stockbridge is attractive to the traveler for the very reason which these men would destroy.

But all Stockbridge citizens do not see the matter in the same light, and any way, as the exchange says, one is within the law when tearing down any thing put up without authority within the highway. No law will stand that permits the posting of private advertising within the highways, not if the people are awake. There should be a general move throughout the country against this form of encroachment.



Civic Day Among Women's Clubs

The Keystone, the official organ of the state federations of women's clubs in a number of southern states, tell of the rapidly growing custom of observing civic day in March. The number of clubs observing the day increases each year, and the range of subjects handled increases in like manner. The Public Civic Day gives in each town an open forum for the discussion of matters of immediate interest to the community. "Clean-up days and the handling of garbage; the destruction of the house fly and the mosquito; a 'safe and sane' Fourth of July; junior civic leagues; medical inspection in the schools; the conservation of the forests, and the observance of Arbor Day are some of the topics considered by the clubs." The Keystone makes a special appeal for support of the Appalachian National Forest, and advises the clubs to learn how their representatives voted on the subject at the last session, and make manifest their opinions on the course followed by the individual men.

Here is a practical suggestion to women everywhere. Until people take cognizance of the actions of their representatives, having first made known what public opinion there is on the subject, the representatives cannot be blamed if they do some things contrary to public opinion.

Another point is that women can help much in all such work. Public opinion will, if practically expressed, control legislation, and no one has ever tried to divide public opinion along sex lines. So if women's

clubs will make it manifest that "we want you to understand what we think on questions of importance, on anything wherein your actions may affect us," legislative action will be more satisfactory.



An Education Society Functionized

An interesting example of how a local organization can perform civic functions, and incidentally capture for its own use a local paper, comes through the work of the Education Society, Milton, Mass. The society has standing committees on music, art, citizenship, publication, home gardens, vacation schools, industrial education, education of girls, and natural history; although these standing committees neither stand nor sit, they move, move effectively, so that some of the most important functions of the community life are performed by them. The music committee, for example, has in many ways promoted the teaching of music in the public schools; it conducts annually three concerts by able talent, the three for the past winter being by Dr. Ludwig Wullner, Mme. Olga Samaroff and the Flonzaley Quartet, thus providing excellent music for the people; and the committee has in many other ways promoted education in and a taste for good music.

The committee on vacation work takes care of 114 boys at carpentry work, and conducts a series of sports on the Fourth of July. The home garden committee encourages gardening along all lines, and holds an annual horticultural show at which dozens of prizes and awards are given. Any flower, fruit or vegetable is judged on its merits and among those of its kind, and this has led to a high degree of specialization, which brings out the real pleasures of gardening. The publication committee has supplied leading articles for the local paper. Some of the subjects covered are: District Nursing, Anti-smoke and Pure Air Laws, An Art Commission, Cases of Dependent Children, The Social Service League, and so on.

These special articles, the activities of the various committees, notices of all meetings, concerts, exhibitions and other functions, find a place in the local paper, with the result that as a rule the Society and its work receive more attention than any other single item. And this is as it should be. When a local organization can demon-

strate its ability to fill more community needs than anything else it is doing what the people want to know about, and its activities are of more interest and importance to the community than the stuff usually served up through such mediums.

On the whole the Milton Education Society has an enviable record, both for what it has accomplished in a direct way and for the community spirit which it has developed. But it will not benefit other communities to waste time in envying this society. Its story is not told for that purpose, but that others may go and do likewise. When they have made an equal success of it this department will be glad to hear from them.



An Improvement Society Lecture Service

The Rhode Island League of Improvement Societies has developed a list of lectures on many aspects of the subjects of community and general improvement work and has published a list of the subjects and of lecturers who are prepared to handle them. The catholicity of the League can perhaps be best shown by pointing out some of the subjects included in the list. Public parks in their relation to civic improvements, the care and planting of shade and ornamental trees, village improvements and the need of coöperation in their proper development, playgrounds in their relation to physical, educational and moral development, and outdoor art as manifested in the layout of streets and grounds, cover the more obvious fields. Then there is one on the gypsy and brown-tail moths, and another on insect pests in general and the methods of their control. Public nuisances, under the heads of offenses to the senses of sight, smell and hearing, and their legal remedies make another. Then come industrial education, industrial training, organized charity, the museum as an educational factor, public baths and swimming facilities, the cure and prevention of tuberculosis, weather forecasting, and so on.

This is a most useful service, but one which other states cannot so easily supply because of the greater distances involved. The need for good lectures is ever present, and it is a worthy enterprise to bring those who need them into touch with those who can give them.

Gleanings

Edited by Mary V. Fuller

The Real Meaning of City Replanning

The March *Designer* contains Charles Mulford Robinson's gracious interpretation of "Making Cities Right."

The making over of a city is always an individual problem requiring sympathy, love, understanding and consecration. It is a work that ennobles, through the self-sacrifice it often involves, those who make it possible of accomplishment. This is the inspiring influence of Mr. Robinson's article, which gives one instance upon another of individual or municipal response to the cry for civic beauty and uplift, and which shows that each question has its individuality.

It is an interesting set of illustrations: Watertown, N. Y., where beautiful flowers and shrubs are to keep alive the memory of a public-spirited woman; Denver, with its real playgrounds and its new civic center; Cedar Rapids and the island that was rescued from shacks and dumps to be adorned by public buildings; and more than one story of parks that became possible through someone's quickened vision and earnest effort.



New Fronts for Old Buildings

"A Novel Plan to Beautify Country Towns" is outlined and illustrated in the *National Real Estate Journal* of March 15. It applies especially to the business streets of villages and towns and is likely to be carried out in Wheaton, a suburb of Chicago.

The idea was presented by Jarvis Hunt of Chicago, and is merely to build new fronts for all unsightly business blocks, letting the buildings remain behind them just as they are. The lack of uniformity in height and material makes the three main business blocks of Wheaton very ugly and creates an unfavorable impression upon arriving visitors. In their new aspect of English village simplicity, with orange-colored stucco, uniform second story lines, latticed windows and red tile roofs, with a clock tower arching across one street and

connecting two of the transformed blocks, it will undoubtedly attract newcomers.

The new fronts will be made of rough cement casts set up with the use of expanded metal, and the divisions between buildings will be marked by rough brick panels. The cost of the work will be about \$50,000 and it can be accomplished in a short time.



Commission Government Put to the Test

The efficiency of commission government has been fully tested in the rebuilding of Chelsea, Mass. The story is told by William E. McClintock, Chairman of the Chelsea Board of Control, in the *New England Magazine* for March.

Thus far in the history of American cities a calamitous condition, moral or physical, has been necessary to convince citizens that commission government was worth trying. Some day the gospel of prevention will insure the adoption of the new system before catastrophes increase and intensify the problems.

No more difficult material situation could have confronted any board of control than that which faced the Chelsea Board after the fire of April, 1908, had destroyed \$17,000,000 worth of property and made 16,000 people homeless. Full legislative and executive authority, wise action through properly instructed heads of departments, thorough study of methods and costs, frequent and frank consultations with all who could help the understanding of any matter, have served to settle questions and establish wholesome policies. Better building laws and fire protection, the elimination of politics in the police and fire departments, better public service contracts and needed street improvements have been obtained. Especially interesting is the city's financial story.

"To sum up, in about four years, notwithstanding the almost overwhelming catastrophe, the city will have recovered its lost valuation, returned to a tax rate lower than it was before the fire, and have a growth which insures an increase in valuation larger

in proportion than the increase in expenditures. These are not mere roseate prophecies, but sober statements of fact and cold figures."



Town Industrial Planning

Emphasizing the "City Useful" as an ideal that should accompany that of the "City Beautiful," William H. Manss has, in the March *Town Development*, a message for commercial clubs and development associations.

After paying a tribute to the new spirit of personal obligation to public good that has sprung into life and growth through the higher commercialism, and showing the mistake of failing to plan for the industrial expansion of a town, the article states some of the common-sense provisions that should be made.

An industrial area should be created which should combine all the advantages of the town and should contain a joint or belt railroad connecting every industry within the area with all the railroads common to them. This would do away with switching charges and would establish equal competition of all roads and probably a union freight house. Permanent reservations should be made for switch track facilities; and transportation, enlargement of plant, fire protection, development of light and sewerage systems and open spaces should all be provided for.

Such planning benefits the entire town and all its people and is a strong commercial advertisement.



Play and the Church

This is the subject to which the March issue of *The Playground* is devoted. A short article by Dr. Luther H. Gulick interprets the relation of religion to life, and this principle is illustrated by an account of "Play at Trinity Church." Many pictures make vivid the activities of this extensive parish, and prove that it has been worth while to turn over the churchyards to the people for shaded, sheltered breathing spots and recreation places.

This is a part of the great playground movement, and shows that the Church realizes its responsibility and is meeting it. Trinity and St. Paul's churchyards have for some time been noontime resting and lunching places for business women and

girls, and the other churchyards of the parish are also thrown open for the recreation of the people of the tenements. In Varick, Hudson and East Houston Streets on spring and summer days one may find women and children enjoying the air and sunshine and shade of Trinity's grassy grounds, and away up town Intercession Chapel has its swings and sandpile for the children, and welcomes many a weary mother rolling a perambulator. In all the social work of this great parish there is no nobler element than this sharing of its beautiful outdoors in a way that makes for wholesome living.



The Economy of City Betterment

There is almost always something to start with in city planning: first, the city, almost without exception, has some definite character worth expressing, some historic or beautiful point worth preserving; then there is always nowadays the citizen to whom is given the prophetic vision which unites the ideal and the practical in the city's future, and whose common sense and enthusiasm stir others to believe and act.

In the March *Craftsman* Arnold W. Brunner tells of "City and Town Planning Suggesting Beauty Based on Business Conditions."

"Every good plan for city betterment is at bottom a plan for economy. It means saving of energy and time for every person who lives or does business in the city. It means less time for every manager and clerk going to and from his business; swifter passage of street cars through the streets; less time on the road for every merchant's delivery wagon,—and all of these mean money saved. In addition to these advantages there comes about an increase in the value of real estate in the immediate vicinity of definite improvements, and a general increase in values all over the town that means a larger total to the city assessment roll, and hence a greater city revenue. City improvement can and should be made to pay directly for itself, but it is literally true that it pays for itself many times over by these merely collateral results."

This is the first point to make clear to the business men who are usually induced to put up the money for the expert investigation of local conditions and possibilities. This article shows the method of getting city betterment plans before the people and of educating the public to take a large view of the benefits to be attained. It also explains how the city may finance land

improvement projects, and enumerates the many kinds of problems that will arise.

It is evident that specialists in all lines must combine to produce the comprehensive solution involved in any city betterment scheme. The illustrations for this article show improvement plans for Cleveland and Baltimore.



The Progress of Housing Reform

Two strong articles by Hollis Godfrey in the March and April issues of the *Atlantic Monthly* discuss "The Problem of City Housing."

The first of the two outlines what Germany and England are doing to remedy the overcrowding of the slum and its consequent suffering. In 1891, with an average of 17 families under every roof, Berlin had need of action. Germany's method of cure embraces town planning, model tenements, encouragement of private builders and coöperative building societies, and the transformation of the slum by repairing old buildings or putting up new ones in their places or laying out parks. German building regulations tend to oppose speculation, to control building for investment and to encourage individual home makers. Better living conditions are reducing the death rate and increasing human efficiency and happiness.

The English Housing Act presents three solutions of the housing problem, the second of which, providing that the owner of an unfit dwelling shall be compelled to set it in order or submit to its demolition, is said to be accomplishing much good at little expense. A new English law provides for a county health officer who is aided by a committee on health and housing which hears all such matters presented to the county council.

Of all the English town planning ideas that of the garden cities is most under discussion. This article explains their scheme and also that of the European coöperative societies, such as the Berlin Savings and Building Society, which puts up block tenements with sunny inner courtyards and flower balconies and every hygienic economy of space. The plan of the Copartnership Tenants Societies is also outlined and an explanation is given of the housing reform work of Miss Octavia Hill. The development of city suburbs, as

in Belgium, through cheap and rapid transit, is "the housing hope of the future."

The second of these articles is a stirring exposition of overcrowding in American cities, its effect on health and safety, with an outline of a perfectly practicable scheme of reform. This plan may have its initiative from private individuals or existing societies, and should be carried out in an intelligent campaign conducted by a commission of experts representing the various lines of work most closely connected with the housing problem.



Does the Small Town Need a Playground

The reasons why this question should be answered in the affirmative are made clear by J. Horace McFarland in the April *Suburban Life*.

Even the country child whose home provides plenty of lawn room for games, and who knows the joy of long woodland walks and of going nutting and fishing, is missing the symmetrical training that he would get in a well-equipped, properly conducted playground. What, then, shall we say of the opportunities for development of the children who have only the muddy or dusty roads and the trash-covered lots of the small town, or at best a poorly laid-out ballground or the "swimmin'hole" that figures so romantically in some of our American verse?

There are many moral evils in the country that the poet would never lead us to suspect, and well-directed play in a suitable place makes for wholesomeness and strength and grace. This article maintains that "spontaneous play is a figment of the imagination" and that "play, in the 1910 sense of words, is an essential exercise for the development of the human animal. It is the necessary work of youth; it is not fooling or trifling."



"A Court That Does Its Job"

Such is the description of the Chicago Municipal Court given by William Bayard Hale in the March *World's Work*.

Since 1906 this court has been administering justice on business principles. Its executive officer, Chief-Justice Harry Olson, tolerates no waste of time or money. Each one of the 27 associate judges renders sworn statements of his day's and month's

work. The court records are intelligible; there are no technicalities and no red tape. As a result of such methods 125,000 cases were disposed of last year, and the court is up with its docket at the present time.

The court is self-governing, and no reversal may be made by the Court of Appeals for error of practice; it may make a reversal only when it believes that the merits of the case show injustice done. Every city policeman, acting in connection with a case, comes under the jurisdiction, discipline and protection of the court. Graft thus slinks away, defeated. The record of quality and amount of work done is absolutely unequalled, and the lesson is here:

"Any court could match it—organized as is the Chicago Municipal Court, with an administrative head and freedom to make its own rules."



Police Reform in New York City

An editorial in *The Outlook* for March 12 on "The Remedy for Police Blackmail" asserts that the New York City police force should be reorganized on a military basis, with trial by court martial, and no appeal to the civil courts. It also maintains that the city should be permitted to enact the excise law which it is expected to enforce.

As a matter of fact, since public opinion does not oblige the police to enforce the Sunday liquor law, the question of closing the saloons is left to the option of the policemen themselves, with the result that bribing saloon-keepers run their Sunday business unmolested. A complete black-mailing system, instituted by the political organization which makes or unmakes the policeman, compels even the well-meaning officer to serve its purpose in the nonenforcement of the law.

This editorial accuses us of the worst of all vices,—hypocrisy, in pretending to be opposed to liquor selling on Sunday, and then allowing this to be done in hotels, while we countenance, through the police, a violation of the law in order that the police and the political organization may enjoy the fruits of blackmail.

A Safe, Sane Fourth of July

The April issue of *The Playground* makes this subject its principal feature. August H. Brunner gives Miss Elizabeth Burchenal's suggestive program for a Fourth of July celebration, and tells how some cities that have had such a day have carried it out. The dangers of the Fourth as we used to think it necessary to celebrate it, are summarized, and certain ordinances designed to eliminate these dangers are given, together with endorsements from state governors and others who believe in the promotion of this movement. The article closes by telling how to start a campaign.

Play centers in France are described by Henry De Peyster of Paris. Half a dozen of these centers have been opened since 1904, and others are being planned. French children have such long school hours, and so many lessons to learn at home, that they do not get the same amount of benefit from the play centers that American children do in their playgrounds. The industrial side has been satisfactorily developed, and the children are very clever with their hands. These centers are under the control of the Comité des Écoles de Garde, which intends to devote more attention to indoor play and to the teaching of hygiene.

Articles by Howard Bradstreet and Pauline Robinson show what New York accomplished in 1909 through the Parks and Playgrounds Association. Athletics for public school girls are also touched upon, and a short account is given of the historic Georgetown playground in Washington, which was the third opened by the Washington Playground Association during the past year.



Oiled Roads

"Standard Road Oil," a handsome booklet of forty pages, will be sent to any reader of *THE AMERICAN CITY* who mentions that fact when requesting it of F. L. Perine, 26 Broadway, New York City. Its numerous illustrations show the methods of applying oil to roads, the implements used for the purpose, and the results—smooth, dustless roads.

Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

Police Administration *

Under this title we have a new and unique volume, a critical study of police systems in the United States with comparative reference to similar organizations in other countries. It is of value to city officials who wish to inform themselves theoretically or practically as to the organization, the functions and the problems of the police force, and it contains much material that is sufficiently non-technical and informing to be of interest to the average citizen.

The subject is treated with great detail, starting with a definition of the police function and its history, and taking up in succession the qualifications and duties of the heads of the department and the subordinate officers, the examination and appointment of patrolmen, their official, personal and special duties, and the matter of discipline. A chapter is given to the policeman's uniform and weapons, the method of keeping police records and of criminal identification. The evils with which the police are most closely and continuously brought into contact—prostitution, gambling and the liquor traffic—are broadly discussed. The remedy suggested for all these is not a policy of repression alone, which is usually a failure, but the education of the people to a higher individual and social standard.

Various problems of organization are presented with suggested solutions for increasing police efficiency. The maintaining of a state constabulary, methods of selecting police officers and men, the value of examinations and ways of securing efficient patrolling, are here dealt with. The closing chapter of the book takes up police examinations in New York City, and gives a very full and detailed idea of their scope and the necessary preparation for them, as well as the methods of conducting them.

A very important and useful feature of this volume is the tabular presentation of

certain classes of facts. Twelve of the seventeen tables show the methods of organization, service, examination, appointment, pay, promotion and removal in relation to 75 cities of the United States, together with the ways in which those municipalities meet the evils already alluded to. The remaining five tables show various record forms in use in New York. Specimen lists of examination questions are also given.

We cannot speak too highly of the value of this book as a comprehensive and searching study of all that concerns the organization and conduct of police systems. It is evident that wide experience, investigation and reading are the bases of the authority with which the author speaks.



Commission Government

A little volume entitled "Selected Articles on the Commission Plan of Municipal Government" is of importance to debaters. Comprehensive and concentrated material is here made available for students of the commission plan, and is especially applicable to the needs of those who have not access to late books and magazine files dealing with the subject.

An orderly arrangement has been followed. A brief of the question precedes a complete bibliography of important references on the general subject and on the affirmative and negative sides of the question. The introduction to the body of the material discusses the sequence of various forms of city government and the functions of such organizations. A word as to the causes of the decay of the city council as a separative legislative organ of government is followed by a clear statement of the question: "Are the duties and functions of city government of such a nature as to require a form of organization in which the legislative and administrative departments are separate, or can the work be

* By Leonhard Felix Fuld, M. A., LL.M. G. P. Putnam's Sons, New York, 1909. Octavo, 551 pp.; \$3.19 postpaid.

|| Compiled by E. Clyde Robbins. The H. W. Wilson Co., Minneapolis, 1909. Duodecimo, 168 pp.; \$1.07 postpaid.

better performed by merging the legislative and administrative branches into one body?"

The section of the book called "General Discussion" takes up the relation of the commission plan to other important matters of present interest. It consists of extracts from books and papers which present the subject from a nonpartisan standpoint and give the experience of various cities in municipal government. The first of these extracts, from "Problems in Good City Government," by Prof. L. S. Rowe, is indicative of the authoritative value of the material.

Extracts maintaining the affirmative and the negative sides complete the discussion. A list of the states that have provided for the commission plan and the cities that have adopted it, closes the volume, which should prove of wide practical service to those for whom it has been compiled.



School Children and Municipal Hygiene

The series of school text books on hygiene planned by Dr. Luther H. Gulick includes one on "Town and City,"[¶] which tells in a simple, interesting way, adapted to children in the lower grades, of the health problems of municipalities and their solution. Its practical school use is aided by a bibliographical list, a glossary, an index, and a set of questions on each chapter. The illustrations are excellent; they really illustrate.

This book does not theorize indefinitely; it gives direct and vital information about what cities are doing to become and remain healthful and prosperous. It tells the children what they may do to help.

They learn how an overcrowded district suffers from darkness and disease, and what has been done to let in the sunlight and give space and privacy. They are taught, without moralizing, what alcohol costs the state and the city, how cities, with the aid of children, keep clean and tidy, why parks, playgrounds and public baths are necessary, and how fires are extinguished and prevented. They find out that tuberculosis and yellow fever are preventable, and just what is done to care for the sick in hospitals.

Especially valuable are the five chapters on water supply, the preparation of which has involved a very great amount of work.

Food inspection is another matter the importance of which is made clear and is quickly appreciated by children.

Boys and girls can be interested in this book in their own homes. Every point made is individually applied. The child sees at once how he may help in the great crusade which demands strong bodies and strong characters.



Efficient Citizenship

The introduction to "Civics and Health"[†] thus invites readers:

"There is a physical basis of citizenship, as there is a physical basis of life and of health; and any one who will take the trouble to read even the table of contents of this book will see that for Dr. Allen prevention is a text and the making of sound citizens a sermon. Given the sound body, we have nowadays small fear for the sound mind."

There is no nobler purpose than that of this volume,—the establishing of a healthful national life. This purpose embraces every interest of the home, the school and the community. Its appeal is to the noblest sense of citizenship. The standing of the book as an instrument of reform is based on the author's wide acquaintance with the grimmest facts of life and his practical efficiency in civic methods of maintaining health. It is full of detail of conditions and ways and means, so simply presented and so clearly classified that there is no bewilderment as to one's duty in the matter of preserving individual and general efficiency.

We owe it to the state to be well, to protect the health rights of the community, to see that health laws are enforced. How all this is being accomplished in various places is shown in the most practical way. What the school board and the teacher should be and do in order to improve school and home conditions, how coöperation with dispensaries and other relief agencies furthers economy, what is being done against tuberculosis and unclean milk, and how to battle with alcoholism and the tobacco and patent-medicine evils, all have their place with much other material in this unusual volume.

Yet all these things are continually discussed elsewhere. Why, then, do we call this an unusual and striking volume? Be-

[¶] By Frances Gulick Jewett. Ginn & Co., Boston, 1906. Duodeclimo, 272 pp.; 50 cents.

[†] By William H. Allen. Ginn & Co., Boston, 1909. Duodeclimo, 411 pp.; \$1.25.

cause the style is so attractive, so simple, so alive, that one reads it not because he feels he ought to, but because he can't help doing so. It carries authority because the author so evidently knows his wide range of facts and has done things worth doing. It has courage and high idealism that make one ashamed of his ignorance and purposelessness. It has outlines and diagrams and pictures that definitely tell something worth knowing. It is a book that takes hold, and that is accomplishing its purpose.



The Relief of English Overcrowding

The popular second edition of "Practical Housing"[§] deals plainly with the existing evils of overcrowding on English soil, and prescribes as a remedy intelligent town planning. The analysis of conditions and possibilities of relief is given completely and logically, and is easily comprehended. The book should be of definite use in its field. It is abundantly illustrated with town planning diagrams and with views showing the contrast between unimproved houses and streets and their bettered condition.

The inelastic building by-laws of England make the cost of estate development unnecessarily high, and cause a wasteful cutting down of trees that should be left for the joy and healthfulness of the poor. Greater foresight is needed, and coöperation between local authorities and landowners. The Housing Act of 1890 is in two parts: the first involves much red tape, great expense and delay in its policy of compulsory land purchase by the municipality, and is considered by the author unfair in principle and unsatisfactory in result; the second part compels individual houseowners to make their property whole and sanitary under penalty of demolition. The experience of Birmingham under this part of the act, as given, shows success, and the author meets objections to this policy with detailed answers.

The text of the Housing and Town Planning Act of 1909 forms one of the important appendices to the volume. The act provides for municipal house building, slum reform and slum prevention. The author of this book maintains that copartnership in housing, which is based on the principle

of mutual self-help, has a great advantage over municipal house-building.

But the principle argument is always that hygienic, esthetic, economical town-planning will take care of "the two great national extravagances,—the unmethodical use of land and the destruction of the people's health." This proposition is proved in detail, with a full recognition of the difficulties and objections. Examples of the garden city idea are discussed from the view-point of economy. The reader is reminded, however, that the "expensive and laborious, but not impossible" task is "to improve existing towns as they are, and gradually, with infinite patience and perseverance, bring them up to what they ought to be."



A Noble Warfare

The bright "Christmas stamp" has warmed millions of hearts into sympathy with the crusade against tuberculosis. In no more striking way has the value of coöperation been emphasized. Every purchaser of a stamp felt himself a soldier in the fight, powerful because he was one of many. As a part of the campaign of education this has also been effectual. It has helped to make ready listeners to lectures and eager readers of a vast amount of literature on the subject; and thousands have thronged the various exhibits that in the last few years have tellingly illustrated the gospel of prevention and cure.

"In the travelling exhibit of the Boston Tuberculosis Association is a realistic representation of two rooms side by side: one, a dark, dirty, disordered tenement-house room, wretched in the extreme; and the other, a neat, clean, simply furnished room, with the fresh air and light coming in through the window. One is labelled 'The wrong kind of a room,' and the other 'The right kind of a room.' This feature of the exhibit always attracts much attention. On one occasion a little girl, after silently looking at both rooms, remarked to her father, who was with her: 'Papa, our rooms look just like this one' (pointing to 'the wrong kind of a room'). 'We've got to move, or we will all die of consumption.'"

This paragraph from "The Great White Plague"[‡] illustrates the popular character of this study of the cause and cure of tuberculosis. The history given of the disease and the warfare against it, the analy-

[§] By J. S. Nettlefold. T. Fisher Unwin, London, 1910. Duodecimo, 194 pp., 38 illustrations; 1 shilling net.

[‡] By Edward O. Otis. Thomas Y. Crowell & Co., New York, 1909. Duodecimo, 321 pp.; \$1.08 postpaid.

sis of its dangers and the instructions for treatment, are comprehensive, detailed and nontechnical. It is a valuable handbook of information and advice.

Everywhere now-a-days one hears the cry of courage. There is no more impressive portion of this volume than that which emphasizes the cruelty of treating as a leper a consumptive who observes proper care, and which characterizes the "consumption terror" as a cowardly evil. The leaders of the struggle believe that the disease can be ultimately stamped out. New York City, which, as a municipality, has been

most conspicuous in its definite plan of battle, has in twenty years reduced its mortality from this cause more than forty per cent.

The open-air school is doing a great work. Sanatoria, dispensaries and day camps, together with proper home treatment and public playgrounds, are all doing their share, and the tuberculosis movement is invaluable in toning up general health conditions. Nations are uniting for this common purpose in our era of peace. We are learning the nobler warfare of the preservation of life.

The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the coöperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

QUESTIONS

14. Williamsburg, Va.—Will you kindly tell me how to get information concerning a possible water and sewage system for a small town which is much spread out and has very small city funds? It has been suggested that we use a number of artesian wells pumped by windmills and compressed-air tanks in connection with septic-tank disposal of sewage—a separate plant for certain groups of buildings. There are two large open greens in the center of the town, and these make piping from one plant too expensive a proposition.

15. Bridgeport, Conn.—I write to inquire whether or not you know of any publication which contains a table of salaries paid to policemen in different cities of the United States.

16. Minneapolis, Minn.—Can you furnish me with data concerning the auditoriums or coliseums or general-purpose buildings of recent construction in the leading cities of the country?

17. Fort Dodge, Iowa.—Will you kindly put me in communication with some firm manufacturing a wagon which has proved successful for the handling of city garbage?

ANSWERS

13. Galesburg, Ill.—The women of Galesburg would perhaps do well, in their quest for experience testimony, to write to officers of the Civic Improvement Society in Water-

loo, Iowa; the Women's Club in Dubuque, Iowa; the Outdoor Art League in San José, Cal.; the Municipal Improvement League of Watertown, N. Y.; to the Park Commission of Jamestown, N. Y.; to the chairman of the Civics Department of the General Federation of Women's Clubs and to the chairman of its Art Department; and to the American Civic Association.

CHARLES MULFORD ROBINSON.

Rochester, N. Y.

13. Galesburg, Ill.—The present civic awakening has reached every town and city of the United States that is alive to the opportunities now offered to take a stand for the Better City. All towns of 20,000 or 25,000 inhabitants, that are alert to the interests of its people, have been quickened with a new civic spirit and have entered upon civic improvement. Many of them have taken the first important step by securing a comprehensive plan of their city to guide them in the way the city should go. Other towns of this size are promoting better civic conditions and without doubt will eventually have a city plan. The following towns are now enlisted on the civic side—seeking to secure sanitary, healthful and more attractive municipalities: Shawnee, Muskogee and Oklahoma City, Okla.; Lansing, Mich.; Carlisle, Pa.; Cedar Rapids, Waterloo and Dubuque, Ia.; Salem, Mass.; Fort Smith, Ark.; Streator, Ill.; Dadeville, Ala.; San José, Cal.; Ridgewood, N. J.; Colorado Springs, Col.; Watertown, Geneva and Fayetteville, N. Y. While Oklahoma City has at the present time more than 50,000 inhabitants, civic improvement arose

with this wonderful city, out of the cornfield from which it sprang, twenty years ago.

ALICE D. MOULTON,
Chairman Civics Committee, General Federation of Women's Clubs.
Warren, Ohio.



13. **Galesburg, Ill.**—Several cities of the states in the Central West have been carrying on very successful improvement work. One city in particular, of about the size, I think, of your city, outlines an excellent policy and is doing effective work through a Civic League. I refer to the Bay City, Mich., Civic League, of which M. L. Davies is president. I send you a copy of a pamphlet they have issued, entitled "What to do for Bay City." The suggestions are applicable to any other community. I know Mr. Davies would be glad to answer any queries you may submit to him. The Terre Haute, Ind., Civic League, of which Joseph H. Iglehart is president, is another successful organization.

I am giving you a list of our publications, most of which are text books in various phases of improvement work and shall be glad to send you such as you may select. I assure you we shall be glad to be of any assistance possible to you.

RICHARD B. WATROUS,
Secretary American Civic Association.
Washington, D. C.



14. **Williamsburg, Va.**—Inasmuch as your correspondent gives such meagre information about the existing conditions in his town, it is possible to reply in but very general terms.

With reference to a water supply, it may be said that a small gasoline pumping plant, forcing the water from the source of supply to a tank or reservoir at an elevation higher than the houses, would be found preferable to a number of windmills pumping from different sources. Gasoline engines have been brought to such a state of perfection that almost anyone can operate them. An elevated tank would be preferable to a compressed air tank, as the pressure at the service pipes is always nearly uniform, and the capacity need not be so great. The pumping outfit suggested can now be installed at a very small outlay.

With reference to the sewage disposal it may be said that a single disposal plant is at all times to be preferred to a number of small ones. It is probable that unless the

underground conditions necessitate extraordinary expense, either by reason of rock or quick-sand excavation, it would be found more economical to lay the pipe sewers across the "open greens" than to construct several sewage disposal plants. Again the fact must be borne in mind that the so-called "septic tank" is not, in itself, a sewage disposal system, but only a part or a stage of a complete disposal scheme. The sewage after passing through a septic tank must be further treated on some form of filtration bed or by some method of disinfection, or by a combination of the two, before it will be safe to pass it into a water-course.

In a number of states the laws are such that plans for water supply, sewerage and sewage disposal must be prepared by some competent person and be submitted to the State Board of Health for examination and approval before any such project can be carried out. This is as it should be, as it saves municipalities money by allowing only such plants to be constructed as are designed in accordance with the best modern practice and specially suited to supply the needs of the community. In any event no public moneys should be expended until some definite, well conceived scheme has been prepared by a competent authority.

Philadelphia, Pa. CHAS. F. MEBUS.



15. **Bridgeport, Conn.**—"Police Administration" by Leonhard Felix Fuld, reviewed in this issue, gives fully the information desired.



16. **Minneapolis, Minn.**—See the description of the Denver Auditorium in this issue. In Red Wing, Minn., there is the T. B. Sheldon Memorial Auditorium, information in regard to which could probably be obtained from the City Clerk. At Northampton, Mass., a similar building was presented to the city by Edward Lyman; the Mayor, being a trustee, would doubtless answer inquiries.



17. **Fort Dodge, Iowa.**—E. A. Dorr, Chief Engineer Department of Streets, Boston, is the inventor of the cart used in that city. The Hill Cart and Wagon Co., 48 Railroad Ave., Jersey City, makes the iron carts used in New York. The Watson Wagon Works, Canestota, N. Y., make a smaller cart. The Haywood Wagon Co., Newark, N. Y., and Studebaker Bros. Mfg. Co., South Bend, Ind., also have sanitary garbage carts.



The Awakening of Reading

By Herbert R. Green

As the germ theory has developed and the constituent elements of matter become better understood, scientists have succeeded in discriminating between the good and bad bacilli by reference to their effect upon the human organism. The influences affecting cities, their development and growth, would seem to be susceptible of a similar classification. The ultra-conservative tendencies of American cities, especially those of the east, the disposition of their inhabitants to cleave to old landmarks, to be satisfied with antiquated conditions and surroundings, governmental and physical, to view with alarm every suggestion of improvement, represent those forms of bacilli whose effect upon the body politic is harmful. Opposed to these influences are those altruistic and esthetic aspirations which are typified in the civic improvement movement. It is a comparatively recent manifestation, but is daily becoming more active and militant throughout the centers of population of the United States. Reading, Pennsylvania, is at the present time in the throes of a convulsion of this kind—a situation bound to follow the impinging of new ideas upon old-time, deep-seated traditions. It is a movement to purge Reading of those undesirable attributes which are common to all the long established communities of what may not inaptly be termed the effete east. The genesis of the movement was recent. To properly comprehend its significance a review of the conditions existing is essential.

Less than a year and a half ago Reading was pursuing the even tenor of its way, apparently under the influence of that not uncommon anesthesia, civic inertia, a sort of hookworm sluggishness directly attribut-

able to the undue prevalence of those harmful forms of bacteria above referred to. To be sure there were occasional efforts to arouse itself from its lethargy. But these efforts were desultory in character and were quickly followed by the inevitable relapse. These spasmodic exertions naturally manifested themselves along lines strictly utilitarian. The expenditures of money which they involved were not inconsiderable, nor were the appropriations more wastefully made or more extravagantly disbursed than has been the wont in municipal works elsewhere.

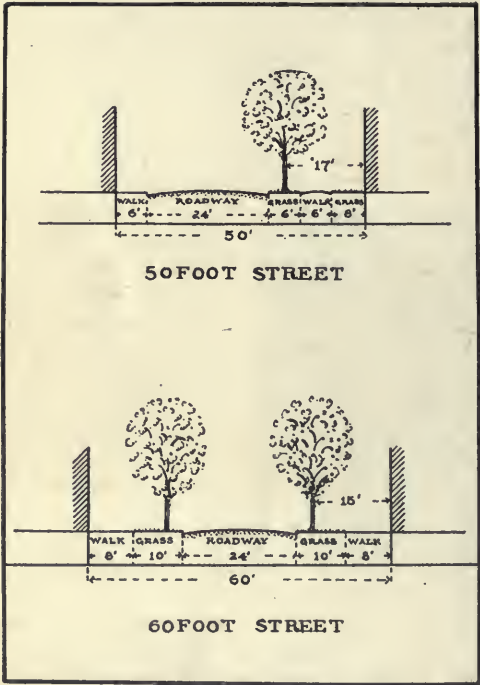
In this manner the construction of sewers, both for storm water purposes and for sewage disposal, was undertaken along lines fairly comprehensive and well considered. A model sewage disposal plant, designed and installed by engineering experts of recognized ability, followed. Supplementing this, considerable progress had been made in the asphaltum



A RIVER VIEW THAT SHOULD BE IN THE PARK SYSTEM

and brick paving of its more important thoroughfares, though much of this was of a patchwork character. Reading for many years has owned and operated its own water supply, and under the intelligent supervision of its Board of Water Commissioners the sources of its supply have been largely augmented and modern methods of filtration introduced. In addition the environments of its several storage and distribution reservoirs have been enlarged and beautified and so arranged as to provide incidental park facilities of no mean order. To the credit of those in charge of this important public utility be it said that all this was accomplished from surplus revenues without any increase in water rates.

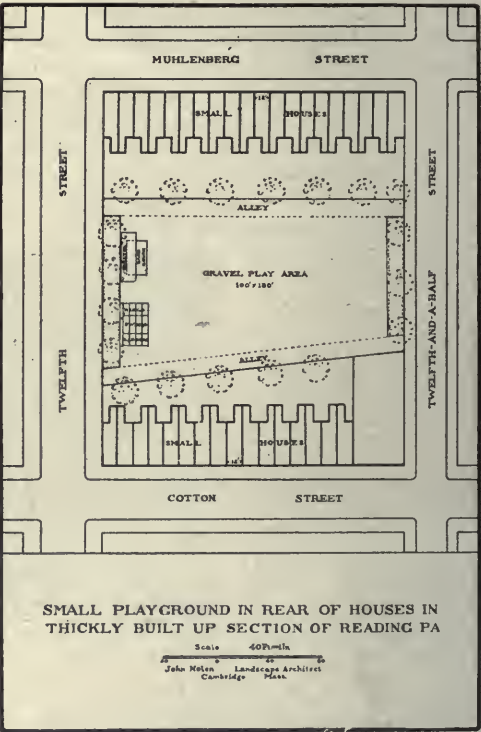
One of Reading's legacies from its founders, Thomas and Richard Penn, sons of William Penn, comprised a tract of 50 acres of land admirably located within the city limits at the base of Mount Penn, extending along its western slope, forming its eastern boundary line. The only use to which it had been put was as a site for two twin reservoirs and the county jail, an old structure by no means inartistic in design, but otherwise gloomy and forbidding of aspect and association. Within the memory of the oldest inhabitants the only other purpose for which it had been utilized was for holding an annual county fair and



STREET PLANTING SUGGESTIONS

it was generally supposed that it belonged to the agricultural society under whose auspices such fair was held. Happily, through the research and energy of one of Reading's progressive citizens, it was rescued from these inadequate uses and restored to its real and original owners, the citizens of Reading, under the name of Penn's Common, for their use as a perpetual pleasure ground, the purpose for which it was originally intended. This, with Mineral Spring Park with its 64 acre extent under the control of the Water Board, constitutes the entire park system of Reading. Under the inspiration of this same philanthropic citi-

zen the city constructed a boulevarded drive traversing the side of Penn's Mount and connecting these two isolated parks. As already hinted, with the exceptions above noted, the sphere of municipal improvement had been confined to the utilitarian, and little thought had been bestowed upon the esthetic side of life. Such was the situation confronting Reading when an event occurred, one trivial in itself, lightly regarded at the time, but destined to mark the beginning of an epoch-making period. Mr. J. Horace McFarland,



President of the American Civic Association, was invited to deliver a public address upon the subject of city improvement. Before an audience most meager in numbers, though fairly representative in character, he drew a word picture of Reading, its slothfulness and neglect of exceptional natural advantages, a picture the reverse of flattering to its people, yet so undeniably true and realistic as to command instant attention,—the attention of one citizen. Fortunately he was a man of deeds, not of words, and forthwith he conceived and carried into execution the formation of a Civic Association, of which he

became the first, and still remains, president. Thirty-three citizens were found, as he details it, within ten hours, who were willing to become members of this improvement association, and each contributed toward it the sum of \$100.

Without blare of trumpets, unheralded in any public manner, this body of pioneers inaugurated the movement for the betterment of general civic conditions. The first step was to ascertain by careful inquiry the exact conditions existing, and to propose methods for their amelioration, a constructive as well as a destructive policy. Wisely counselled, the advice of an expert was sought and found in the person of Mr. John Nolen of Cambridge, Mass., not a mere landscape architect as he modestly describes himself, but one of a circle of men, as yet

mittee of five prominent citizens was appointed to present the report to the city government and urge its official adoption. Although this committee has not at this writing made such formal presentation, the newly elected City Councils have already recognized its importance, and legislative enactments have been formulated looking toward a bond issue of \$200,000, the proceeds of which will be devoted to the completion of improvements already undertaken as a preliminary to the adoption of the more urgent of Mr. Nolen's suggestions.

The Mayor of the city, the Presidents of Select and Common Councils, the City Solicitor, the President of the School Board, and public officials generally, have shown commendable interest in the plans thus proposed for Reading's regeneration. The pro-



SOME OF READING'S BACK YARDS

small in number, who have made a specialty of city planning and replanning. After a thorough, painstaking survey and analysis of symptoms, like a skilled physician he has diagnosed Reading's inherent shortcomings, analyzed their causes and prescribed a course of treatment for their elimination.

The results of his investigations are embraced in a report which has just been published in book form under the illuminating title "Replanning Reading, an Industrial City of a Hundred Thousand." This report was made public at a meeting held recently in one of Reading's largest auditoriums, which was thronged with citizens representative of every class in the community. Mr. Nolen's exposition of the defective conditions which he found prevalent in Reading, his graphic and sometimes caustic comparison with those existing elsewhere, and his optimistic prophecies for the future, created a profound impression. As a result a com-



BACK YARD POSSIBILITIES

gressive element in the Board of Trade and the Merchants' Association, representing the manufacturing and mercantile interests of the city, is lending a helping hand, although, as is usual, their efforts are seriously handicapped by the old foggy ideas and economic tendencies which have hitherto dominated these admirable adjuncts to a city's growth and prosperity. The Woman's Club and Civic League, composed of public-spirited women of the community interested in the solution of civic problems, have evinced an enthusiasm that is certain to produce important results in the effort-making to redeem Reading from civic indifference. As an evidence of their devotion to the movement may be cited the recent production of a vaudeville performance given by the younger society element of the city under the auspices of the Playground Division of the Woman's Club. The extent of the popular interest aroused by

this entertainment, the proceeds of which were devoted to the establishment of children's playgrounds, is shown by the fact that the seating capacity of Reading's largest theater was inadequate, necessitating a second performance to afford the friends of the movement an opportunity to show their appreciation.

The newspapers of the city without exception have given their cordial endorsement to the movement, as is evidenced by their editorials, of which the following excerpt from the *Telegram* is typical:

passing importance to Reading, and shows unmistakably the master hand of the artist and enthusiast. It is the earnest emanation from the pen of a liberal, broad-minded, far-sighted man of affairs. The particular point of view adopted by Mr. Nolen for the picture which he has painted so vividly was evidently carefully chosen after a thorough survey of the historic physical and social surroundings of Reading. There is no assumption of pedantic superiority, no attempt to unduly criticise or find fault. On the contrary, the task which was assigned him has been undertaken with a sincere desire to formulate a practical plan for improvement with due regard to aesthetic considerations as well as the necessary limitations of cash.



SITE OF PROPOSED CIVIC CENTER, WASHINGTON AND FIFTH STREETS

"The Civic Association made public yesterday the report of Mr. John Nolen upon existing civic conditions in Reading and the possibilities of their betterment. The full text of that report appears elsewhere in today's *Telegram*, and every reader is earnestly requested carefully to read and reflect upon every line of it. It might not inaptly be termed a message, addressed to the citizens of Reading, calling attention to certain present shortcomings, suggesting methods for their improvement and appealing to their civic pride to apply and enforce them. The *Telegram* is in hearty accord with the movement which it inaugurates, and will co-operate to the fullest extent possible to carry out the specific recommendations which it contains, with such modifications as the public discussion of the subject may develop.

"The treatise is a civic production of sur-

"We cannot refrain from repeating his admirable summing up of the situation. There is a delicacy, yet virility of touch about it which is impressive.

"The people of Reading will be profoundly tested by this movement. Action is necessary. What will they do? There is a feeling that Reading is not strong in public pride and civic spirit. There is some reason for this view. But there is reason also for another view. A city which celebrates its sesqui-centennial with the spirit and generosity that Reading displayed in 1898, which can show such devotion to the welfare of children as is represented in the history of privately conducted playgrounds during the last six years; a city in which \$3,300 can be raised for a new city plan in ten hours by one man—such a city is not without citizens of practical civic pride. Reading is not unlike other cities; there are

citizens that stand for wise, well-considered, far-seeing policies and others who are unenlightened, unprogressive, unmoved by new ideals. The determining factor is the relative strength of each. I have visited Reading many times during the past year, and I have good reason to believe that the forces that make for health and progress and morality are much the stronger and more permanent, and that, so far as the recommendations of this report stand for these qualities, they will win.'

"Under the inspiring influence of the Civic Association of Reading, Mr. John Nolen has placed the citizens of Reading under lasting obligations to him. What will they do to show due appreciation of that fact?"

merely remodelling, it would be necessary to construct an entirely new building. Unfortunately, its situation is several blocks distant from the site that had been tentatively agreed upon, in conformity with the Nolen Plan, for the city's civic center. It is difficult to forecast just what the ultimate decision will be. Considerations of economy coupled with those afforded by historical association, as well as the fact that the site itself, barring its isolation from the proposed civic center, is admirably adapted to the purpose, are likely to prevail. The very circumstance, however, that the wisdom of the retention of the old site is



SUGGESTION • FOR • GROUPING • OF • PUBLIC • BUILDINGS • AT • READING • PA • John Nolen • Landscape Architect • Cambridge • Mass • • • 1909

Peculiar interest attaches at this time to one of the projects advocated by Mr. Nolen for the establishment of a civic center; wherein ample provision would be made for the harmonious grouping of buildings of a public or quasi-public character. Reading has an old, historic public library which several years ago was redeemed from debt by contributions of private citizens and donated to the city for library purposes. This building, possessing symmetry and considerable architectural beauty, has succumbed to the ravages of time and become unsafe. Plans were on foot to restore it, remodelling it in conformity to the design of the original structure, and alterations to that effect had already been begun, but during their progress it became apparent that instead of

seriously questioned, indicates a radical change in public sentiment on matters municipal most encouraging to the advocates of a more beautiful Reading.

Additional importance has been given to the ultimate selection of the site by the munificent gift of \$100,000 by Mr. Andrew Carnegie, which has just been accepted by the City Councils and will become immediately available. It is a crucial moment for the whole scheme of civic improvement contemplated by the Nolen report. The situation presented is in reality the preliminary skirmish between the two contending factions, the reactionaries and progressives. To those who have faith in Reading's future the ultimate outcome of this conflict is viewed with every confidence.

The Plan for the Development of Reading*

The city of Reading is face to face with its opportunity. This busy manufacturing center lies between the Schuylkill River on the west and low mountains on the east, and within an attractive belt of country about three miles wide, well suited for residence use, beyond which spreads a rolling, wooded, watered region bordered by hills and mountains. Many and varied industries are carried on here, and most of the people are interested in the city's permanent prosperity and welfare.

Those who aver that there is no civic pride in this congested, smoke-clouded

the city, perpetrated by the sons of William Penn, has resulted in a sort of rectangular petrification, in which all classes of buildings are packed together, close to narrow streets and 10-foot alleys, while a medley of poles and wires obstructs and defaces the highways. What must be attained is summarized by a list of what is lacking. There are no diagonal streets except in the outlying parts, no suitably located and grouped public buildings, no public playgrounds, only two small parks,—Penn's Common and Mineral Spring Park,—no separation of business and residence sections, few attrac-



PENN SQUARE AS IT IS

municipality of 100,000, should consider the spirit in which its citizens celebrated, in 1898, the one hundred and fiftieth anniversary of its founding, should take note of the playgrounds established and conducted by private enterprise, and should recall the energy and enthusiasm of the man who, single-handed, in ten hours raised \$3,300 for the new city plan. A good beginning has been made for much-needed improvement, and a definite scheme has been presented.

At first thought the problem seems almost impossible to solve. The original plan of

tive door-yards and gardens, no broad sidewalks, no planting or other beautification of Penn Square,—the city's one ready-made, spacious breathing-place,—and until Mr. John Nolen raised an accusing and directing finger no one seems to have turned an acquisitive gaze upon the beautiful open, rolling environment of Reading, which offers ideal home sites for thousands of workers.

This leads us to consider, first in a general way, the opportunities for betterment. Annexation of the suburbs and better transportation facilities would relieve congestion and make possible an extended scheme of improvement, besides giving to Reading all the governmental benefits of a city of the

* The material for this article is taken from "Replanning Reading" by permission of its author, Mr. John Nolen, to whose courtesy we are also indebted for the illustrations in this and the preceding article.—Errors.

second class. The present city should be considered only the nucleus of the city of the future. It is possible to abolish the smoke nuisance, to remove poles and wires, except perhaps those of the trolley company, from the business streets and the more important residence sections, and further to increase the attractiveness and comfort of the now cheerless brick blocks of homes by narrowing roadways and sidewalks to get planting strips on one or both sides of the streets.

As there is not yet a single permanent or adequate public building, Reading has be-

of which are for railroad use, leaving 7 for general traffic. Here is a great opportunity for permanent structures of dignity and artistic worth, which shall span the Schuylkill and make beautiful the connection with the suburbs.

The Nolen plan involves changes that in some instances mean no great extra expense, only a better method. Let us look first at Penn Square, which should be made the permanent center of the city, being naturally adapted for this by its one appealing quality of spaciousness. It is formed by the intersection of Penn and Fifth



PENN SQUARE AS PROPOSED

fore it great building possibilities in the making of a civic center and the erection of suitable and well-grouped hotels, club houses, theatres, an art gallery and a library. Grade crossings can be gradually eliminated, country roads can be made into main diagonals, and while it seems necessary not to change or widen streets in the densely built-up section, the extensions of streets can be widened, and there is wonderful opportunity for a surrounding boulevard at a distance of from two and a half to three miles from the center of the city, as well as for one of the finest park systems in the country. The city has 18 bridges, 11

Streets, making an open space about 1,200 feet long and 160 to 220 feet wide, where poles and wires now take the place of trees and fountains and quiet resting places, and where the bordering lines of commonplace buildings present a jarring architectural effect.

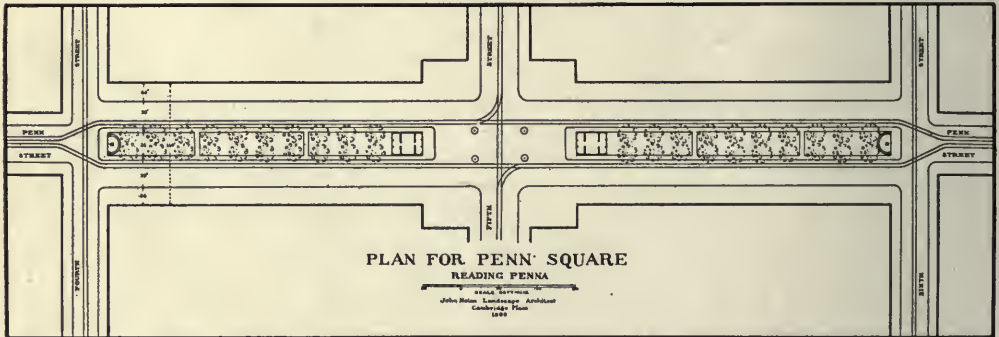
A beginning has been made in good paving. In the new square as planned there will be a central mall 42 feet wide, beautifully planted and artistically lighted, and with two five-foot sidewalks, and on either side a 35-foot driveway with a 24-foot sidewalk. The mall will be covered with trees, grass and flowers, and will permit the plac-

ing of fountains, monuments, sheltered seats and public comfort stations. The central open square, at least 200 feet each way, will preserve the effect of spaciousness, as it will contain only the necessary lighting fixtures and possibly little isles of safety. The expense of this part of the plan would not be great, and the property owners who would profit most might contribute largely.

The square is naturally the center of commercial interests, and a suitable place for the civic center, where important buildings shall be grouped, must be sought for elsewhere. At the intersection of Fifth and Washington Streets, one block north of the Square, where the Post Office already stands, could be built on a second corner a new City Hall, and on the third a much-needed modern hotel, while on the fourth corner could be placed a library, a court

interesting features proposed. Nearly all of it is already laid out in country roads, which can be connected, widened and improved, making an 18-mile boulevard averaging 200 feet in width, passing through a fine country and affording continuous drives, walks and riding paths. The required land might well be donated by property owners along the way, since the value of the remaining real estate will be greatly increased. A different treatment in different parts is advised, as being more interesting and less expensive to carry out.

The children of Reading are clamoring for playgrounds. Some of the letters in which they have voiced their appeal are most pathetic, and some contain common-sense advice to the city. The present available spaces should be promptly secured, before the opportunity is lost. The streets of



house, an art museum or an opera house. If large capital were available, a more open site might be secured still farther north, where land is cheaper and where by the state law enough space could be secured for a more extended building scheme.

The vexing problem of streets is handled with restraint by Mr. Nolen. Only four streets are as wide as 80 feet; these are Pricetown Road and Penn, Fifth and Thirteenth Streets. Mr. Nolen recommends making certain important cross-town streets (Penn, Spring and Berks) and the north-and-south thoroughfares of Front, Fifth, Tenth and Thirteenth Streets from 100 to 200 feet wide, which will allow double car-tracks on some of the streets. The important diagonals shown in the plan, such as Pricetown Road, the River Drive, Schuylkill and Center Avenues, should also be widened, and most of them should be reserved exclusively for driving.

The belt parkway is one of the most in-

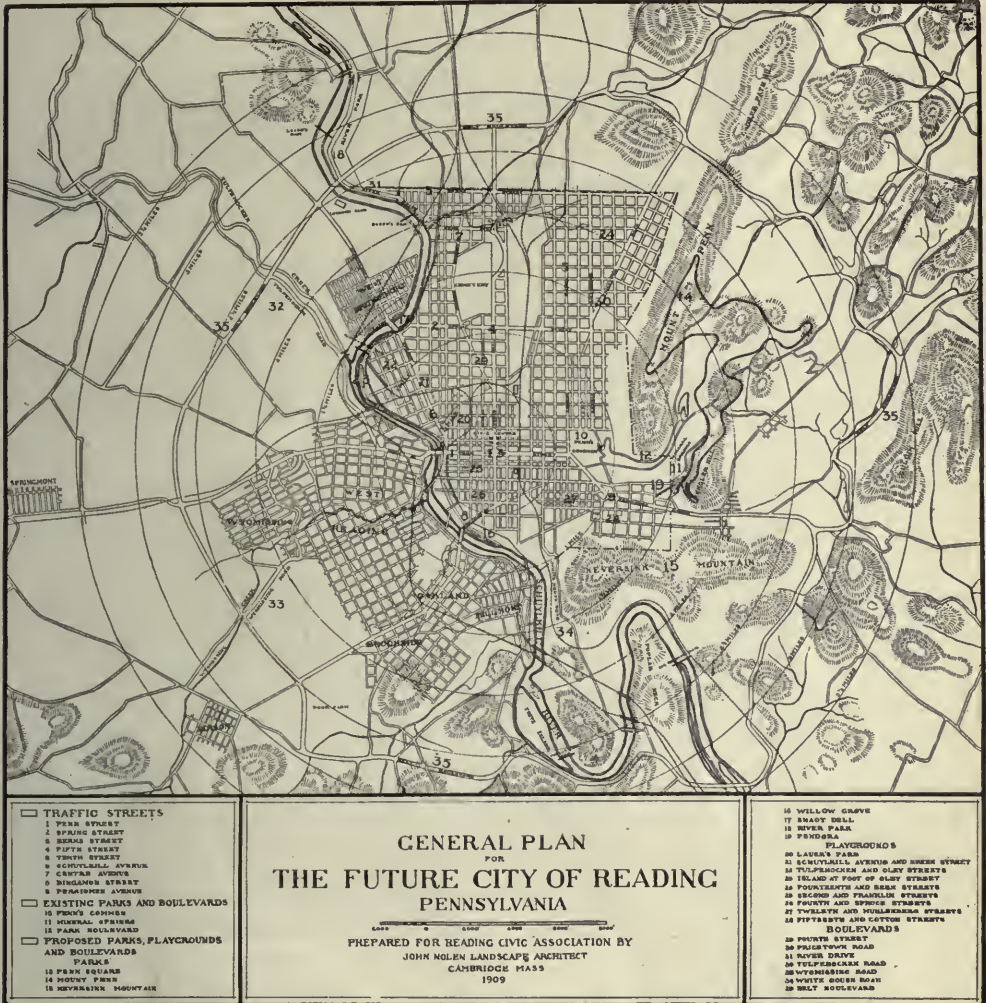
teresting features proposed. Nearly all of it is already laid out in country roads, which can be connected, widened and improved, making an 18-mile boulevard averaging 200 feet in width, passing through a fine country and affording continuous drives, walks and riding paths. The required land might well be donated by property owners along the way, since the value of the remaining real estate will be greatly increased. A different treatment in different parts is advised, as being more interesting and less expensive to carry out.

Reading's annual appropriation for parks is only \$10,000 and contrasts very unfavorably with the provision made by other cities of its class. There is a wealth of river and hill, mountain, valley, meadow and wood surrounding the city and easily accessible. If this were acquired and the work properly executed, Reading could boast of a magnificent park system.

The housing question in Reading is of vital importance, since, like Philadelphia, this is a city of homes. There are nearly 20,000 dwellings, as a rule in compact brick blocks with small back yards. This sort of building should be prohibited by law, and there are already enough examples of successful building regulation elsewhere to fur-

nish suggestions. This industrial community offers an ideal opportunity for a model settlement of workmen's homes. Conditions are ripe for relief, and there is plenty of open country to build on. The city will

already exist, without too great upheaval and expense, as well as planning wisely and at once for a long future. Only in this way can practical economy be attained, together with beauty, comfort, convenience



have bigger bills of a different sort to pay if in some way better living is not made possible for families of small means.

The proposed solution of Reading's problem is full of suggestions for other cities similarly aroused to their realities and needs. It involves making the best of what

and utility. Many of the smaller American cities are sleeping, as Reading has been, within a circle of rich possibilities. Whenever one rouses to its opportunity, forces are set newly astir throughout the land which will ultimately bring about the general awakening.



The New Street Lighting

By E. Leavenworth Elliott

Editor of "The Illuminating Engineer"

"The new street lighting" is an expression which distinguishes the most recent practice in this class of illumination from the methods that have commonly prevailed until within the past three or four years. It has sometimes been referred to as "spectacular street lighting," and also as "decorative lighting." Both of these terms describe the thing to which they refer to a certain extent. Compared with the old dimly lighted streets the new methods are certainly spectacular in their effects, and are sometimes so without reference to older methods. In all cases decoration is one of the principal results aimed at.

Within the past three years the means of producing light by electricity have undergone a complete revolution. In both the incandescent and arc electric lamp the new types produce from three to six times as much light for a given expenditure of current as the older types which are being rapidly superceded.

Simultaneous with this revolution in the production of light there was a sudden move on the part of American cities to light up the principal business centers with a degree of brilliancy that had never been thought of before, except on the occasion of some celebration or festivity. The first installations were put in on the Pacific Coast, Los Angeles being the leader, while Denver, Minneapolis and other western cities followed in close order. The fact that this move for better public lighting began at the same time that the improved electric lamps were introduced must, however, be considered a coincidence rather than an effect.

The real first cause of this movement was undoubtedly the magnificent spectacles produced by the illumination at the several expositions which have been held in this country, beginning with the World's Fair in Chicago in 1893. Everyone who witnessed that remarkable exhibition must have felt a regret that it was all a "fleeting show." The possibility of reproducing the never-to-be-forgotten beauty of its illumination was

undoubtedly a motive that had an important bearing on the sudden though somewhat belated awakening of American cities.

In some cases special illumination provided for some particular festivity made such an impression upon the citizens that the installation was given a permanent form. This was the case in Columbus, Ohio, whose principal street is still spanned by arches outlined with incandescent lamps, which are the relics of a special decoration put up years ago.

The electric sign has doubtless been another powerful object lesson in the value of lighting as a means of arousing public attention and admiration. What the electric sign is to the individual merchant, the brilliant illumination of the business center is to the city as a whole. So thoroughly convincing is the logic of this statement that the majority of such installations put in in the past two years have been the result of private enterprise rather than public taxation. Civic organizations, having for their promotion the city's interest, have found little difficulty in securing the necessary contributions to install, or maintain, or in some cases both, a modern street lighting system for the business center.

It is doubtful if any public improvement ever obtained so nearly the proportions of a general "fad" as the present move for this kind of public lighting. It is comparable to the craze for roller skating which swept over the country about a quarter of a century ago, but with this difference: that better street lighting has not only come to stay, but will increase in popularity as well. In every case the original installation has not only been kept up, but has led to greater or less extensions, thus proving beyond question that the practice is not only pleasing but profitable.

The new street lighting may be divided in two general classes: that in which the lamps are supported on posts or standards placed along the curb, and that in which arches, or festoons of light, are placed across

the street. The former system may be subdivided again into two classes: that in which arc lamps are used, and that using the tungsten lamp.

Arches and festoons may be put down as distinctly spectacular, in that they are entirely distinct from any of the regular forms of street lighting that have been in use for the past century. The propriety of making a spectacle of the business center of a town, however, is doubtful. As an illumination for carnivals or celebrations the spectacular

broad, and the lamps are merely strung across, the street at night has the effect of a low shed with rows of lamps along the roof. This effect is entirely contrary to the feeling of openness and freedom which the street should possess. If festoons or similar arrangements of lamps must be used, it is far better to place them parallel to the street, as along the curb line. This will add to the apparent length of the street by accentuating the perspective, especially at night when the lines of the pavement and



From The Illuminating Engineer

GRANBY STREET, NORFOLK, VA., SHOWING ARCHES BY DAYLIGHT

effect is entirely in order; but as actions and costumes which would be entirely appropriate for a carnival would be out of place in the drawingroom or serious public gathering, so a method of illumination that would properly add to the joy of such a special occasion might well lack the dignity and grace which would be becoming to a city under normal conditions.

Besides this, there is another peculiar effect of lamps spanning a street that is a serious objection to such use; it invariably gives to the street the appearance of being roofed over. If the street is comparatively

buildings are but dimly marked. Another admissible use of arches is at the intersection of streets, where they serve the purpose of marking distances.

When lamp posts or standards are used they may support one, or at most two lamps of high candle power, such as some form of arc; or a cluster of smaller units, such as tungsten lamps. As to the relative merits or demerits of these two methods the following may be said: if it is desired to show the pavements and the lower stories of the adjacent buildings brilliantly illuminated, the new forms of arc lamp, either the so-

called luminous, or metallic arc, or the flaming arc, will be most effective.

The metallic arc gives practically a white light of great volume and intensity, while the flaming arc, as generally used, gives a distinctly amber light, although by using a special carbon a white light may be produced, the white light, however, being only about half as efficient as the amber. There is probably no single light source that is in itself, and in its effect on the immediate surroundings, so conspicuous as the yellow

arc lamp, and hence produces less conspicuous contrast with signs and other objects illuminated with incandescent lamps.

If it is desired to use the light sources themselves as decorative features as well as to illuminate the pavements, then the cluster system is preferable. This system, therefore, may be considered a mean between arch, or festoon method, in which the greatest possible number of units is used, and the arc system, in which the minimum number of units of maximum power is used. That



From The Illuminating Engineer

ANOTHER VIEW, SHOWING PERSPECTIVE FROM THE MIDDLE OF THE STREET

flaming arc. This lamp also has the advantage of being the most efficient of all the arcs, but this efficiency is offset to a considerable extent by the additional cost of carbons and the daily trimming required. The color of the light also harmonizes well with the various forms of incandescent lamps, which is a point of some advantage, especially where electric signs are numerous and where there are well lighted store windows. Neither the magnetite nor white flaming arc has the noticeable blue tint that is so frequently present in the old form of

this mean is the happy medium seems to be proved by the fact that more installations of this type have been put in than of any other.

In the post system of lighting the character of the post itself and of the accessories used in connection with the lamp are important matters for consideration. A lamp post is, by reason of its position, a necessarily conspicuous object by day, being seen at both long and short range. At night, however, when in service, its form so far as decorative features are concerned is of



From The Illuminating Engineer
ARC LAMP STANDARD

little moment, since it is either obscured or distorted by the brilliant illumination of the lamps which it is made to support.

Of arc lamp posts there is an endless variety of designs, but they are variations of a few themes, namely, the straight post with lyre lamp support, the gooseneck or bishop's crook, and the mast arm. The first is suitable where single lamps are to be supported on streets free from trees or obstructions; the second is better adapted for wide streets, as they place the lamps out over the pavement; while the third is especially suitable to streets where there are trees or obstructions as it places the lamps far enough away from the curb to avoid shadows. A post which may be considered a double mast-arm is often used to support two lamps.

The height of arc lamp posts will vary from twenty to fifty feet. The former height was common with the old form of arc lamp, while the latter is about the extreme height for using flaming arc lamps in public squares. The flaming arc, however, should rarely be placed less than thirty feet from the pavement, and in many cases forty is better.

As to the design of posts, there is opportunity for every condition between the hopelessly ugly and the artistically correct; both kinds are occasionally found. It may be said to the credit of American art metal founders, however, that the designs supplied are usually very satisfactory.

As to accessories, the practice of using a clear globe over electric arcs has happily disappeared. The globes should be as large as can well be used and preferably of opalescent glass of sufficient intensity to completely hide the actual luminous surface. Opalescent glass is preferable to frosted for the reason that it does not so readily become soiled and is more easily cleaned.

There is one form of single lamp post which does not come under any of the divisions mentioned. It is a special device, the lamp being made so that the mechanism is partially concealed within the post, the rest of it being covered with an especially large opalescent glass globe. The posts are made either of concrete, simulating stone columns, or of pressed bronze. They are especially effective for the lighting of parkways and boulevards where it is essential to put the lights low enough down to shine under the branches of trees.

Posts for cluster lighting vary in construction in the manner of supporting the lamps, in some cases the lamps being in

the upright position on the top of the arms, and in other cases in a pendant position underneath the arms. A central lamp in



From The Illuminating Engineer
STANDARD MAST ARM POST, NEW YORK CITY

the upright position is generally used in either case, and is generally fitted with a larger globe than those on the arms. Pendant lamps for the arms are preferable, as there is then no obstruction to the light underneath. In many cases the central lamp is placed on a separate circuit so that it can be used in the latter part of the night when the others are turned off.

It will be seen at once that such posts or standards offer great possibilities for sculptors and artists, and many of those recently installed are really admirable works of art and a distinct embellishment of the streets in which they are placed. The material is usually cast iron given a bronze finish. A method of construction in which sheet copper is pressed into form by suitable dies is also in use. This has the advantage of giving the appearance and actual durability of solid bronze, but at a much less cost.

Cluster lighting with tungsten lamps is practically as efficient, considering the amount of illumination given, as the old type of carbon arc, but cannot compete

with the magnetite and flaming arcs in this respect; but the distinctly decorative appearance of the cluster is a compensating advantage.

The enthusiasm with which the new or decorative street lighting has been taken up by municipalities and civic associations is a forerunner of a complete revolution in public lighting. When once an installation has been put in, even though it cover but a single block, the citizens are sure to cry, with Oliver Twist, "I want some more." Both competition and emulation work together to extend the original installation, and the citizen who comes from the brilliantly lighted business or theatre district of his town to the comparative or actual darkness and gloom of his residence street is bound sooner or later to demand better lighting for the residential district; and so



From The Illuminating Engineer
STANDARD BISHOP'S CROOK POST, NEW YORK CITY

the good work will go on until our cities will be illuminated to a degree commensurate with modern methods of producing light.

Summer Use of the School-House

By Clarence Arthur Perry

One hot July morning I visited a school-house down in New York's east-side. The streets were so full of people, pushcarts and wagons that it was difficult to make one's way. The iron fire-escapes jutting out from the tenements were hung with trailing sheets and soggy pillows. Here and there a woman lolled in a window, catching a moment's respite from the suffocation of her apartment.

Passing through a small yard I entered a stone building and found myself in a long, cool corridor where presently I was met by

In the next room boys were caning chairs, most of which had been brought from home. The bottoms which they were putting in were as even and tight as new ones. In another room boys and girls were weaving baskets. They were scattered about the room in little groups, some sitting on the benches and others on the desk-tops. When they got stuck or needed new material they went up to the teacher who occupied a desk-top herself in the front part of the room. A class in Venetian iron-work bent the wrought iron strips into



BOOKBINDING IN NEW YORK—THEY CAME BECAUSE THEY WANTED TO

a woman in fresh summer attire. On my expressing a desire to look through the building, she smiled and led the way.

We had not gone far before the buzz of many voices and the sounds of hammering and sawing were heard. Entering a classroom we came upon a group of boys working at benches with hammer, chisel and fret-saw. They were so busy over the brackets, key-racks and wisp-broom holders they were making that many of them did not even look up. The instructor was entirely engrossed with the difficulties a pupil was having with a joint, and it was easy to see that matters of discipline gave him no trouble.

penracks and candle-sticks. The work was being done in an ordinary classroom, and each desk was protected by a board securely clamped to and covering its top.

There were classes of girls who were learning to sew, and upon a line strung along the wall were displayed the handkerchiefs, aprons and petticoats already made. In another class each member was making a real dress for herself. In one of the rooms the girls were twisting thread-wound wire into hat-frames, while just beyond some, more advanced, were trimming the hat-frames they had previously constructed. Embroidery work engaged the attention of another group.

Down in the domestic science kitchen a large class of girls, many of them foreigners, were learning how to cook. My guide and I were served with delicious lemonade and wafers in the model dining-room across the hall. The kindergarten rooms were crowded with little boys and girls, many of whom had brought, and were keeping a watchful eye out for, baby brothers and sisters. These little tots did not seem to bother either teacher or pupils. The marching, singing and paper-cutting went on just as if they had not been there.

Only one class was devoted to book-work. These were mainly pupils who had failed in the June examinations and were studying in the hope of making up their deficiencies in time to go on with their classes in September. A smaller number were studying elementary subjects with a view to completing the number of days of school-work required to secure the certificate which permits them to go to work. A still smaller number were endeavoring through this summer study to jump ahead of their classes and thus hasten the day of graduation.

The June examinations were barely over. The compulsory attendance law was not in operation. And yet here were 700 children coming regularly to school every morning. The principal, as well as most of her thirteen assistants, had just finished a hard year in regular day-school work. She had reports to make and an organization to keep in smooth operation. The work of each teacher was subject to the inspection of a sharp-eyed supervisor. No school regulations or professional advantages compelled them to do this summer work, and yet they were giving up six weeks of their summer's rest, staying in the hot, expensive city when they could have been in the mountains or at the seashore. They would not have taught day-school classes for as little money as they were receiving for this work.

There were 28 other schools in New York and some 60 other cities in the United States where teachers were likewise spending their vacations in the classroom for merely nominal wages and in some instances for no compensation at all. There were over 18,000 other boys and girls in New York, and in the whole country hundreds of thousands, maintaining a regularity of attendance at school, during the hot

season and under no compulsion whatsoever, that would have been quite respectable during the regular day-school term.

The explanation of it was clear that morning in the east-side school. The boys were so busy making things, putting themselves into broom-holders, brackets, candlesticks, things that represented their ability which they could show to others,—they were so intent on all this that it did not occur to them to annoy their neighbors or the teacher. The girls were so occupied in learning how to make dresses and hats that they forgot to talk loudly or laugh boisterously. When the teacher helped them over a difficult step in their work their faces gleamed with gratitude. When she gave some general directions they all listened intently. On entering school their countenances reflected the satisfaction felt at home over the fact that they were neither in the street nor under foot in the house impeding the work that had to be done. Aside from the joy of making things, the children were glad to escape from their hot stuffy apartments into the cool, well ventilated school-rooms. In a word, both teachers and pupils were happy because they were doing the things they liked to do. The teacher taught and the pupils attended this school because it was a "school of play."

Whether one considers this highly developed New York vacation school or the one which some woman's club in a small city has just started, the essential characteristics are the same. For both teacher and pupil the vacation school affords the occupation of their choice and one which, making small demands upon the head, satisfies the heart and fills the hands.

In the Pittsburgh vacation schools the endeavor is made to animate all their activities with the "normal play instinct and to keep them spontaneous, childlike and joyous, without strain and without self-consciousness. In the 'carpenter shops' boys are given play models and allowed to use the saw and plane like men. In the art classes Indian or war stories are illustrated on large sheets of paper, while the girls paint flowers and birds and stencil dainty patterns which they have themselves designed. They use live models whenever possible, and parrots, puppies, cats, geese and chickens are carried from school to school to the great delight of the children. Dancing and

rhythmic gymnastic exercises receive much attention, as the children do not know how to use either hands or feet well. They can neither stand nor walk nor throw a ball straight. Classes in cooking and nursing have been fitted in wherever space can be found, the boys being as anxious to cook as the girls. But to the overindustrious teachers and children one inflexible rule has been given: 'The play period must not be encroached upon.' Every teacher has her game book, and must learn to play if she has forgotten how."

With such a guiding principle as that it is not strange that the children should co-

their interest in the work is greatly augmented.

Games are introduced in the St. Louis vacation schools for both educational and social purposes. The instructor teaches the children how to play checkers, dominoes, parchesi, backgammon, authors, geographical names (dissected maps and card games of countries, cities, manufactures, products and races), history games of the names of great persons, presidents, battles, historical places and epochs, indoor baseball, charades, guessing and observation games, prisoners' base, blindman's buff, and many other amusements. In the selection of these



BUFFALO GIRLS PREFER TO LEARN COOKING IN THE SCHOOLHOUSE

operate in the maintenance of order. In one of the Pittsburgh schools a basketry class of small boys composed and wrote on the black-board the following rules:

"You must not sass the teacher.

You must not chew gum.

You must not talk loud.

You must not break the rules."

In most vacation schools a pupil receives instruction in no more than two subjects during a daily session. Sometimes the boys are given a choice between sloyd and basketry, while the girls may take either basketry or cooking and sewing. With the time given entirely to one subject the children are able to finish more articles, and

games regard was had to their cheapness, so that the families of the children would be likely to buy some of them (learned for the first time at the vacation schools) for home amusement during the long evenings of the winter.

The housekeeping course in their schools is very thorough. The children are taught the details of washing (rinsing, starching, bluing and drying), ironing, sweeping, dusting, scrubbing, polishing pans, washing dishes, cleaning windows, setting and serving a table, making a bed, hanging pictures, the care of lamps and keeping the rooms in order. New ideals of personal cleanliness are inculcated through the daily

use of the baths connected with the school house.

The Cleveland summer school program lays more emphasis than that of St. Louis upon purely academic work. The Central high school and six grammar school buildings are thrown open for class work to aid students in making up studies in which they had failed during the year. The summer manual training schools in this city are very popular with the older boys. The course is planned on practical lines and consists in making simple pieces at first and then gradually working up to such articles as ironing-boards, plate and towel racks, book shelves, picture frames, tabourets, tables, chairs and shirt-waist boxes. All the instruction is given by thoroughly trained men, and the schools are completely equipped with tools and benches. White-wood and chestnut and oak lumber are provided, and the pupils are required to pay part of the cost of the articles they make and take home.

In both Cleveland and Pittsburgh the public libraries coöperate with the vacation school authorities by sending trained story tellers who interest the children in good literature and sometimes distribute books among them. A feature of the Cincinnati work is a mothers' meeting held one afternoon a week at each of the vacation schools. A program of music and recitations is given by the children with the help of local talent, and followed by a social time at which flowers are frequently distributed.

One of the most enjoyable summer school activities in several of the cities is the outing. In Chicago excursions are made to the large open areas of the outer parks or to the suburban woodlands. Sometimes the managers of resorts grant concessions, and the children are taken to them. In St. Louis and Cleveland the children are given a free outing every other week to one of the parks, where they play games, pick flowers and study nature. Sometimes the Cleveland children are taken to the Zoo and served with ice-cream and cake. One Friday morning the Cincinnati children attended a concert given by well-known musicians in the Music Hall. At another time the vacation school classes saw the "Hiawatha" play at the Zoo. In Haverhill, Mass., the children, in company with their teachers, visit the rooms of the historical

society, the birthplace of Whittier, the beach, or the park of a nearby lake.

In the New York vacation schools the city history talks are made more impressive by excursions under the care of the teachers to the various historical places. The children are prepared for the trips in the classroom by telling them what they are to see, and why it is significant. Some seasons more than 200 trips are made to points of historical interest in and about New York. Previous to the recent Hudson-Fulton celebration in New York one of the east-side principals arranged historical exhibits for each room in the school. They portrayed the life on Manhattan from the time of the first settlers up to the Revolutionary War. There were Indian sketches, portraits of the early Dutch colonists and pictures showing costumes and customs.

The length of the vacation school session in most cities is six weeks. The usual hours are from 9 to 12 a. m. or 8.30 to 11.30 a. m. Usually there are no sessions on Saturday.

Each instructor in the New York City vacation schools is a specialist chosen from an appropriate eligible list in the order of standing. But in many cities where the vacation school work is new and the appropriations for it are not very large there are many volunteer workers on the teaching staff. School-work relieved of the trials connected with discipline has lost its most forbidding element, while the joyousness and satisfaction which pervade the vacation classroom constitute a strong appeal to all who like to help children. In Boston and St. Louis it has been found that this work serves as an admirable training for young people studying to become teachers. In Buffalo the pupils were given instruction in swimming through the courtesy of the Y. M. C. A. gymnasium instructors.

The expensiveness of these schools varies with the size of classes, salaries of teachers, kinds and amount of material used, and equipment installed. With volunteer workers, contributed material, borrowed tools and the use of idle school rooms, a large number of children can be provided with many hours of useful happiness with little or no expense. The cost of the 1908 vacation schools in New York was \$4.83 per pupil in attendance, while the year before Haverhill gave some very enjoyable summer

work at an expense of only 78 cents per pupil.

The women's clubs of the country have done more than any other class of organizations to open up for the use of society the expensive school properties which formerly were allowed to lie idle during the long summer months. The way they are usually started is very well illustrated by the history of their beginning in Pittsburgh, where a very extensive work is now being carried on under the direction of an association largely of club women with the financial coöperation of the central board of

ed solely by a feverish desire for work—real work and not play. The girls would not come to the playgrounds unless bribed with sewing classes. The parents continually asked that their young children be given sewing and other kinds of manual work.

In response to these demands more and more hand work was included in the playground programs, and thus after several years experimentation the activities of the vacation school came to be combined with those of the playground.

The president of the Pittsburgh Play-



PITTSBURGH GIRLS LEARNING FIRST AID METHODS IN JULY

education. While looking about for some needed thing to undertake, the Civic Club of that city was impressed by the number of forlorn homes and crowded streets in the city, and it resolved to secure the use of the school yards as playgrounds for the playless children. After the playgrounds had been provided the astonishing discovery was made that most of the children did not know how to play. Chiefly the children of immigrants, they came from mill neighborhoods, and had never had any opportunity to learn the games and sports which have always been the birthright of American boys and girls. They seemed to be animat-

ground Association reports that, as a result of their vacation school work, industrial and domestic science departments have been placed in a number of the day schools. In other schools play has been given a place on the regular daily program and a large number of teachers have learned how to play with their pupils. In districts where vacation schools have been maintained it is reported that the children have returned to school in a less demoralized condition than is usual after the long holiday. Especially in the densely populated portions of the city the living conditions of families have been improved. They have helped "to

make the home cleaner and the clothes less dependent on 'the strained devotion of a pin.' Little girls have taught their mothers how to cook wholesome, plain food, and their care of the spoiled tenement baby has been more intelligent. At one school the girls were asked if their babies ever drank coffee. Everyone answered 'yes.' When the babies are put on a milk diet instead of one including coffee, doughnuts and bananas, they will lie in a basket or hammock, and the little sisters that tend them can themselves rest or play with other children. . . . And the gang has been tamed. The West End gang whose ideals had been

the rate of fifty cents each. At the close of the summer session many went immediately into the chair-caning business. One of the chief benefits afforded by these summer schools is the opportunity to give manual training to boys and girls who do not have it in their regular day-school course.

In the St. Louis vacation schools five boys who had become wards of the Juvenile Court were enrolled. The offences for which these boys had been arrested were not grave enough to warrant their being sent to the Industrial School, but they needed a term of several weeks under the eye of some



BASKET-WEAVING IS MORE FUN THAN PLAYING IN THE STREETS ON A HOT DAY

confined to baseball and pugilism became enthusiastic carpenters. Their devotion to the fine, clean young fellow who was their instructor was pathetic. They followed him around. In order to cure the sneak thieving he would leave all the material out on the ball field and go away without making any boy responsible for it. The next morning every bat and ball and glove would be returned."

In the Buffalo vacation schools the boys showed great enthusiasm over manual training. Members of the chair-caning classes not only caned all the broken chairs in their own homes, but at one school eighteen chairs were caned for one of the local churches, for which the boys were paid at

responsible authority other than their parents. They were allowed to attend the summer classes, and weekly reports of their conduct and progress were made to the court. The boys continued in attendance up to the last day and gave no trouble worthy of comment. In Cleveland one vacation school was composed solely of 135 boys ranging from three and one-half to seventeen years of age, who had been assigned to the detention home by the judge of the Juvenile Court.

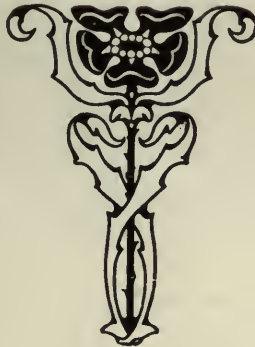
One of the most important benefits of the vacation school is that it affords backward scholars the opportunity to make up work left unfinished at the close of the school year. In the Cleveland vacation high

schools during seven years over twelve hundred pupils were enabled to advance regularly with their class. This opportunity was undoubtedly influential in keeping these students in attendance until they had secured the advantages of a complete high school education. In four years their summer grammar schools helped over eighteen hundred boys to keep up with their classes.

Another way in which the vacation schools may serve the country is illustrated by the course of lectures given during the summer of 1909 in the Chicago vacation schools under the auspices of the Visiting Nurses' Association. These lectures were upon the proper care and feeding of infants, preparation and preservation of milk, and the use of barley water and the various substitutes for milk employed during the intestinal disease prevalent among infants. They were given by medical men, nurses and other specially trained persons. To the lectures were admitted the summer school

students of the upper grammar and high school grades.

The vacation school has come to stay. The first municipal board of education to incorporate vacation schools as a part of its system was that of Newark, where they were established in 1885. Last summer this city expended \$31,344.00 upon their maintenance. During the season of 1909 some sort of vacation work was carried on in the school buildings of over 60 of the larger cities in the United States. Municipalities are more and more recognizing the fact that their responsibility for the education and welfare of children is not limited to the forty weeks of the school year. The hard-headed business men on the boards of education are beginning to see that the utilization of the expensive school plant less than half of the time (day-school sessions occupy about forty per cent of the annual utilizable period) does not jibe with the policy followed in their places of business.



Police Court Prosecutions and a Public Defender

By Newton D. Baker

City Solicitor of Cleveland, Ohio

Prior to 1902 the prosecutor of the police court in Cleveland was elected, and when elected, appointed three assistants. The powers of the prosecutor in the police court are about as wide as those of an ordinary county prosecuting attorney, except that the police court has final jurisdiction only in misdemeanor cases, and upon examination into a felony case must bind the accused over for the action of the grand jury. In 1902 the adoption of a general municipal code for the state of Ohio abolished the police prosecutor as an elective official, and confided to the city solicitor the duties of the police prosecutor.

The police court of the city had for many years been subjected to sharp criticism. It was the general opinion that it failed to accomplish any really good result, and that the administration of justice there was embarrassed by a number of evils which were not necessarily inherent. The professional bondsman, who for a consideration furnished bail, and the police court lawyer who offered his professional services for whatever compensation he could secure, were evidences of the inefficiency of the system. It seemed to happen, often, that defenseless people ran the risk of conviction for lack of means to employ some one to present their side of the case. The police judges have not the power ordinarily given to judges presiding in criminal courts to appoint, at the public expense, advocates for persons unable to employ counsel in their own behalf.

At a conference of my assistants appointed to carry on the active work of the

prosecutor's office, it was determined that the duty of the prosecutor really ought to be to see that all the facts are made out on both sides of each controversy. In other words, that the prosecutors should not be advocates for the state's side alone, but also advocates for the defendants, having as their sole aim a just result in each case. This conclusion had my full approval, and for about eight years my associates in the police court have steadfastly adhered to

the theory that they are not advocates for conviction; that no merit is shown nor credit obtained by the mere fact of conviction, and that it is a part of the duty of the prosecutor to see that witnesses for the defense are properly summoned, carefully examined, and every fair opportunity given to the defendant to show both exculpatory and extenuating circumstances.

Some months ago it was suggested by the Legal Aid Society of Cleveland, that a public defender should be appointed to represent indigent defendants in the police court.

The recommendation was made to me, and as I have very great respect for and appreciation of the work done by the Legal Aid Society, I gave it most careful consideration. My first impulse was to designate one of my assistants as public defender, and allow him to take the defendant's side in controverted matters in opposition to my other assistants who were on the prosecutor's side. Reflection seemed clearly to show, however, that the effect of this would be inevitably to create antagonism among my associates, and to cause the prosecutors



NEWTON D. BAKER

to abandon the theory upon which they have worked for eight years, until they ultimately would come to regard themselves as partisans for conviction rather than partisans for just results. I therefore declined to institute, as a separate office, a public defender. Recognizing, however, the likelihood of cases arising in which young, inexperienced and ignorant persons would be accused of very grave offenses, and be in need of advice which they would be loth to take from persons known to be official prosecutors, a plan was devised of inviting the police judges to notify the city solicitor of any case in which the judges, if they had the power, would have appointed special counsel to advise or defend the accused. Upon such notice, the city solicitor will either in person or by one of his assistants

not connected with the police court, investigate the case, give such advice, counsel and assistance as may be needed, and thus overcome the difficulty which arises from the want of power in police judges to appoint counsel without disturbing the wholesome spirit which has for eight years succeeded in making of the prosecutors investigators of fact rather than advocates for a particular theory.

The result of the movement set on foot by my associates for a change in the point of view in the prosecutor's office has been most wholesome. There has been no criticism of them for failing to do their duty as prosecutors, nor has there been complaint of any vindictiveness or partisan zeal misleading them into efforts to secure convictions not required by the facts.

What the Arlington Board of Trade Stands For*

By W. C. Ingalls

President Arlington, N. J., Board of Trade

This is a town in which the destructive critic is always in evidence. Possibly that is a rather vague assertion. Let me add, then, that the destructive critic is the man who finds the existing order of things all wrong, who criticises the church, the schools, the town government, even his neighbors, for not remedying the many faults which he so kindly points out—but who studiously refrains from lifting either a voice or a finger to correct any of the evils which he is sure exist. Nay, even, he goes further. If any organization goes about its work with much display and with the blare of trumpets it is at once characterized as a set of noisy braggarts; while another organization, which proceeds quietly and insistently to accomplish its ends, is promptly declared to be inefficient and of no importance.

More than once has it been said that the Board of Trade does not amount to much; that it really has not accomplished anything worth while; that it is a sort of travesty on what a board of trade should be; that it is too small to have any influence, and

much more of like import. Pretty strong indictment to bring against our little band—if it is true—isn't it? Ah, but that is just the point. Is it true? What are the facts in the matter? What has the Board of Trade done? What has it tried to do or to get done? What is it doing to-day? Some of the matters which have received its attention are:

The reduction of the telephone rates between Arlington and Newark.

The appointment of a shade tree commission.

The interesting of the children in a more beautiful town, through the Arbor Day contest last year.

The printing of the tax list.

The establishing of a Board of Trade collection of books on civic questions in the public library.

The securing of larger grounds for the library building.

The erection of a new bridge across the Passaic.

The construction of the Passaic Valley trunk sewer.

The improvement of the trolley service.

The abatement of the smoke nuisance.

* From the annual address of President Ingalls.

The extension of the water contract.

A saner Fourth of July (and first of January).

The use of a dust preventive on the principal thoroughfares.

The establishment of public playgrounds.

The equalization of taxes.

The direct primary.

Better schools and better pay for teachers.

The improvement of Belleville turnpike.

In order to forestall our critic let me say that the board has not accomplished the desired end in half of the matters just mentioned, but there is not one of them concerning which the board has done nothing, while in many instances it has done its full share in the attainment of the desired result. Furthermore, it is still at work on those matters which still need attention, and it proposes to keep working until they are all accomplished.

It costs one-half as much to telephone to Newark as it did a year ago. A shade tree commission is already actively at work in the interest of the community. Our Arbor Day contest has been heralded throughout the length and breadth of the land. The Board of Trade collection of books in the library is hailed by those interested in civic betterment as a unique step in the right direction. The water contract was not extended. It is no fault either of the board or of the Town Council that our freeholders are deaf to our wishes. The bridge over the Passaic will be built in spite of their present indifference. The best school building in town is soon to be opened for use. The teachers are better paid. The schools are steadily improving. The trolley service is absolutely better, though still very inadequate in the rush hours, and it is going to be still better in the near future. Assurance has been given that one of the many preventives of dust is to be given a trial during the coming summer. But why continue? Look over the ground and acknowledge, as every fair-minded man must, that the Board of Trade has been a pretty active little organization; that its efforts have not been selfish or in the interest of some favored few, but that it has been and is laboring zealously for the general good. Go one step further. Instead of complaining because more has not been accomplished thus far, get into the traces and pull with the rest of us until

our little town becomes what we all wish it to be, the most desirable place for a home that can be found in all Northern Jersey.

Some time ago I expressed to friends the belief that the time would soon come when municipal business would be in charge of men specially trained to deal with the problems arising in the government of cities and towns, men whose entire time would be given to the communities employing them and whose services would be adequately remunerated. Though not previously aware that this plan had ever been considered, I have recently learned that the city of Staunton, Va., which is a little smaller than our own town, has employed a general manager to take charge of all its business affairs for the past two years. Of the working of the scheme, the president of the Staunton Common Council says:

"It has not only been a complete success in every particular, but has produced better results, in a shorter time, than were anticipated by its most enthusiastic supporters."

The recently revised charter of the city of Boston provides for "the administration of the departments by trained experts or persons with special qualifications for the office."

This is a matter which I believe to be worthy your serious consideration. Anything which tends to a better, more efficient and more economical management of municipal business should receive more than passing thought from every good citizen.

The question of public playgrounds is rapidly coming to the front. It is a matter of vital interest. Our special committee on playgrounds, working in unison with a committee of the Civics Club, intends to give publicity to the facts concerning the movement, but I cannot refrain from advising you that forty-two Massachusetts towns and cities recently voted on a referendum in regard to the establishing of public playgrounds, with the result that forty voted in their favor by large majorities. The town of Winthrop, about half the size of Kearny, has authorized the expenditure of \$75,000 for the purchase of marsh lands to be converted into playgrounds.

Bill boards are not so much a nuisance in our community as they are in some others, but the absence of those which we have could not be regarded as a public calamity.

The Conning-Tower

Arthur H. Grant, Editor

A Public Defender

When one of our exchanges described at some length the creation of the office of Public Defender in the City of Cleveland we wrote to the supposed incumbent for fuller details, but the Post Office knew him not. A letter to the City Clerk was turned over to the City Solicitor, who tells in this issue why Cleveland hasn't and doesn't need a Public Defender. It is about the best piece of news that has come to us in many a long day—that of a prosecuting attorney who conceives his duty to the community to include the prisoner at the bar, and who would consider it a stain upon his professional honor to secure an unfair conviction. Nor does he stand alone, for his assistants share his ideal so fully that it is largely due to their hearty coöperation that a Public Defender is not necessary in Cleveland.



Do it for Rochester

When the Second National Conference on City Planning met recently in Rochester the delegates were met by members of the Chamber of Commerce who took them in automobiles on a grand tour of the city, and then gave them a luncheon at the Genesee Valley Club. In the afternoon a resident member of the Conference gave a reception to his fellow members at which other eminent citizens of Rochester were present. The reason for this willingness on the part of Rochester business men to drop their private affairs for the time being in order to accord a generous welcome to a group of strangers was made evident that evening when the opening session was held in the lecture-room of the Chamber. Over the speakers' platform were the significant words: "DO IT FOR ROCHESTER." When a new member enters that room for the first time that motto vaguely suggests to him a new point of view. Every time he attends a meeting the words are burned a little deeper into his mind. Unconsciously he begins to adjust himself to them,—to

feel that his work is not only for himself, his firm, his family, but for his city. The sense of civic obligation grows stronger; and one day when there is something to be done, and the committee waits upon him, and he, hesitating, asks himself why he should go out of his way to do what will bring him no direct return, the sudden answer comes from subconscious depths: "Do it for Rochester." The spirit of coöperation is very strong in the Rochester Chamber of Commerce, because so many of its members are imbued with the spirit of its motto; and the men who put it above the president's chair were psychologists of no mean order.



National Conference on City Planning

A report of this important Conference would have been given in this issue except for the probability of arrangements being made which would render it possible to print the proceedings in full in a future issue. They will appear in whole or part in the July issue.



Getting at Financial Facts

The articles on municipal accounting by Mr. Gettemy and Mr. Mero were not prepared for the financial officials of cities any more than for other citizens. It is time for the citizens to wake up, and then to wake up the officials to a sense of their larger responsibility—not merely the responsibility of honesty, but the responsibility of efficiency in administration. Such efficiency is impossible unless the city knows exactly what it is entitled to spend, what it is actually spending, and how and why it is spending for specific purposes.

It is very safe to say that in nine-tenths of our cities (large and small alike) the undesirable financial conditions described in these articles exist. Deliberate dishonesty on the part of officials plays probably a comparatively small part, carelessness a much larger part, while bad methods of

accounting are responsible for most of the waste and loss.

Remember, gentle reader, that the chances are nine to one that your city is in the slough with the rest, and don't be too blamed gentle. You have a right to a clear statement of the financial affairs in which you are a taxpayer stockholder, and the sooner you insist on such a statement from your employees, the financial city officials, the happier you'll all be. If they are honest, as most of them are, they'll want to give you the information. Generally, however, they will not be able because they don't know how and are tangled up in an antiquated system of accounting which makes impossible the sort of reports that really tell things. It will very likely take an expert to install a system that will be at once an automatic check on wastefulness and a basis for real information to the citizens. If that is the case the money necessary to secure this expert will be well expended, for it will pay large annual dividends in economy and confidence.



The Cities' Roll of Honor

For most magazines the subscription season was over a month or more ago, but there is no falling off in the number of those who declare their allegiance to THE AMERICAN CITY; in fact the past month has brought us more subscribers than any previous month except December and perhaps November. This is encouraging because at the best it is a great undertaking to put a new magazine on its feet; and the difficulty is increased many fold when the magazine appeals neither to vanity, to class hatred nor to the desire for amusement, but rather to the higher ideals of citizenship. That is why we put into a roll of honor the cities that give the magazine its most cordial support; and they deserve it, because this support shows a clear recognition of the importance not only of the movement

for civic betterment, but also of a medium for the exchange of experiences which shall render needless the repetition of costly errors, and broadcast the knowledge of each successful experiment.

The new recruits this month are Denver, Col., and Norwich, Conn., which take ninth and tenth places respectively, and little Altus, Ok., which ties Springfield, Mass. These crowd out Dallas, Albany and Santa Barbara, which have not been able to keep up the pace. Los Angeles ascends from ninth to fifth place, but otherwise the order is essentially unchanged: New York, Rochester, St. Louis, Philadelphia, Los Angeles, Boston, Pittsburgh and Chicago, Denver, Norwich, Providence, Memphis, Washington, Minneapolis, Grand Rapids, Springfield and Altus.



"Out of the Mouth of Babes"

When the Town Council of Montclair, N. J., was requested to restrict the use of explosives on the coming Fourth of July it decided to consult the children, as parties interested. Great was the glee of the newspaper paragraphers all over the land; and predictions were made that not a vote would be cast for the celebration that was proposed as an alternative for the noise and smoke of former days. But even the most hopeful were surprised when the vote, taken in the schools, showed that the children stood about two to one in favor of the new plan. Rather a stinging rebuke to Mayors and Councils who have refused to abate the old nuisance on the ground that it would be a deprivation to the children!



A Request

Owing to a mistake of the binder we have run short of the February issue, and shall esteem it a great favor if readers who have copies of that issue to spare will send them to us in accordance with the notice inserted among the advertisements.



The Disposal of the City's Waste

By William F. Morse

Consulting Sanitary Engineer

PART II Continued—THE DISPOSAL OF GARBAGE BY THE REDUCTION PROCESS

About 25 years ago an article appeared in an American journal in which was described a wonderful new process for the recovery of grease and oil from the garbage of cities. The details of the apparatus were not described at great length, but the writer dwelt with enthusiasm upon the possibilities of enormous gains to be derived from the city waste, as well as the profitable utilization of residuums for the purpose of fertilizing the ground. It was predicted that the future would see obtained by this pro-

The introduction into this country of the so-called Vienna, or "Merz" process for the extraction of oil from city garbage was made by a company formed in Buffalo in 1886 to "manufacture grease and fertilizer from city refuse," as was stated in its charter. The early system devised for the separation of garbage from all other forms of waste, its collection by the city, and its delivery at the works of the company (situated at least five miles from the city limits) is one that has been followed to a great



BARREN ISLAND GARBAGE REDUCTION PLANT, NEW YORK HARBOR

cess oil and grease in such refined states that there would be provided in them a satisfactory substitute for butter.

Though the statements thus made were fanciful and extravagant they contained the germ of an idea which, after passing through a long series of successive steps of development, has become a fixed and accepted fact. Curiously enough this development has reached its highest point, and the only really successful application of the principle has been made,—not in Austria, where it is said to have originated, nor in France, where the highest benefits were to have been obtained, but in the United States.

extent by all subsequent undertakings of the same character.

The reduction process itself may be briefly described as follows: garbage is discharged into cylindrical tanks called "digestors," into which steam is forced at high pressure. This "cooking" process is continued for six or eight hours, during which time the bulk of the material is reduced by the escape of 65 per cent of water, which is allowed to drain from the digestors. The remaining 35 per cent of digested material is then removed to closed steel tanks which are flooded with naphtha. This fluid, holding the grease and oil, is removed by presses, and the residuum, or "tankage," is dried in

rotary cylinders, and ground as a basis for fertilizer. A separation of the grease and naphtha is then made, and the naphtha, with the loss of 20 per cent, is recovered and used again. The oil obtained by this process is a dense, semi-liquid brown or black substance containing many impurities. In quantity it is usually from 3 to 4 per cent, equivalent to 60 to 80 pounds per ton of garbage treated. The tankage will be from 20 to 30 per cent in weight, equivalent to 400 to 600 pounds per ton. This tankage, as above described, is the solid, fibrous matter left after the grease and water have been removed in the process of reduction, and, when properly prepared, is an acceptable base for fertilizers, as it contains small percentages of nitrogen, ammonia, phosphoric acid and potash. It is highly inflammable, carries a considerable percentage of naphtha, rapidly deteriorates, and must be marketed soon after production. As a fertilizer it is never applied in the tankage stage, but is used as a filler for superphosphates or other ingredients added for the purpose of making a complete manure.

In the earlier years of the Merz process many companies were formed in large cities, and contracts for terms of years were undertaken which were afterwards found impossible to fulfil. A too sanguine view was taken by the patentees as to the quantities and values of the manufactured products; bonuses paid by the cities were too small; many difficulties arose from nuisance at the works, and the unsatisfactory collection of garbage; and finally a series of disastrous fires and explosions demonstrated the extra-hazardous nature of the business. Plants built under the Merz patents in Chicago, Milwaukee, St. Paul, Denver and smaller cities proved unsuccessful and were discontinued.

The "Arnold Process," first established in Boston in 1895, was also unsuccessful owing to the nuisance created by the location of the works in a closely built up neighborhood. A second "Arnold" installation was made on a point of land extending into Boston harbor. After some litigation this was also condemned on the score of nuisance, and the whole plant was subsequently removed to an island fifteen miles from the city.

In its original form the "Arnold" process did not employ a solvent for the recovery

of the grease. After maceration by steam in tanks the oil and water were pressed out of the material, the oil was separated by skimming, and the water was run off into the harbor. Tankage was treated by the same methods of pressure, the relative amounts of grease and tankage in each case being about the same as those obtained by other processes of reduction.

The largest installation of the Arnold process is at Barren Island, New York Harbor, where works were first built in 1896. By the acquirement of successive franchises in periods of five to ten years the American Sanitary Product Company has been able to extend its works, erecting additional buildings as required by the increase in amounts of garbage contributed by Manhattan, Brooklyn and the Bronx. It is now the largest plant in the world, having a capacity of 3000 tons per day. Many complaints of nuisance from the plant have been made by the dwellers on the shores of Long Island, but the company has successfully maintained a stand against determined opposition. It has often been embarrassed by series of accidents and misfortunes impossible to avert, and in 1907 it was for three months entirely out of commission.

Several other similar processes have been installed in a dozen or more other cities with varying degrees of success.

Prior to 1905 the ownership and operation of reduction works was confined to private companies, whose plants were conducted exclusively for their own benefit, under contracts or franchises granted by the city at various rates of annual payments. As a rule the city made the collections and delivered the garbage at the works of the company. Since the plants were operated by business concerns it was impossible for outsiders to obtain accurate information as to the cost of buildings, or the expense of operation. The city paid an amount ranging from 62½ cents to \$2.75 per ton for disposal only, the price being fixed by influence or the adroitness of the reduction company in eliminating competition and controlling the award. It was given out by those interested, and generally believed, that no city of less than 100,000 population could afford to install a garbage reduction plant because of the large sum required for the initial construction, and the great expense attending the operation of the plant.

It may be remarked at this point that

seasonal variations in the quantities of garbage collected are important factors in the matter of expense of operation. A reduction plant must be large enough to care for the collections during the months of July, August and September, even though during the remainder of the year, when the quantities received are only from one-half to two-thirds as much, a large part of the plant must remain inoperative. Moreover when this great bulk of summer garbage is under treatment the yield of grease, the principal source of revenue, is proportion-

to the city reports this plant has been operated at a profit. But even if no profit were shown the saving of what had previously been paid to contractors would be a large one, the point of prime importance being that the recoverable values are large enough to make such a scientific treatment of garbage worth while.

Publication of these Cleveland figures has placed a new face on the matter of reduction. It is now plain that by the aid of improved machinery and methods, and by careful engineering, not only is the output



DIGESTORS, CLEVELAND REDUCTION PLANT

ately less than the average, because this volume of matter contains a less proportion of animal and vegetable fats.

It was also carefully advanced by the reduction companies that reduction was positively the only sanitary method of garbage disposal, and the only one safe from the possibility of infection or contagion.

The purchase made in 1905 by the city of Cleveland of a reduction plant which included two distinct types of processes, the "Chamberlain" and the "Edson," is the first instance of the undertaking by a municipality of the responsibility of operating such a difficult form of public works. According

of oil and grease increased, but the market value of the manufactured product rises above previous figures for the same material. There is no probability of retrogression at the Cleveland works, and if the accounts have been accurately kept and frankly stated there is no reason to suppose that these profits will ever be much smaller, unless the works are overtaken by some great catastrophe impossible to provide against, and which may not be insured by the condition of the sinking fund.

The example of Cleveland has not been lost upon the adjoining communities. Columbus is now putting into operation its

own garbage reduction plant, and with the improved machinery, and the acquired knowledge and experience it may be expected to give equally good returns. The success of Cleveland will be a factor to be reckoned with when in other cities the treatment of garbage in large quantities is to be contracted for. It may be safely predicted that after this no community will grant a franchise for a term of years without carefully estimating the market value of each ton of separated garbage as collected under its own auspices.

It is now claimed by some of the modern reduction companies that installations of their works can be made in smaller cities, where the daily production of garbage may be only from 25 to 30 tons, that such plants can be maintained and operated with econ-

portation of garbage. This offensive odor is due largely to the frequent necessity for the removal and storage of the material at various stages of the process, by which the gases and odors are allowed to escape. It is claimed that this may be overcome by the introduction of perfected apparatus which carries on the treatment continuously in steam-tight receptacles, and turns it out at the end of the process in a manufactured state. If this improvement proves successful reduction plants may be placed nearer the collection districts, and the expense of haul may be greatly diminished. This implies an annual saving which in a few years would offset the cost of the original installation.

In consideration of the reduction method it should not be forgotten that garbage only



PERCOLATORS, CLEVELAND REDUCTION PLANT

omy and efficiency, and that the returns from them will be of the same relative value to those of the larger installations handling greater amounts each day. If this can be successfully shown then the small municipality will have at its command the means of getting revenue out of a class of garbage the disposal of which has hitherto always been an expense.

The chief objection to the establishment of reduction plants is the fact that there is always thrown off by them an intensely offensive, penetrating odor, which may be distributed by the wind over a wide area, causing serious annoyance to a large number of people. It is for this reason that a reduction plant is invariably placed at a long distance from the production center, thereby entailing extra expense in the trans-



MUNICIPAL REDUCTION PLANT, CLEVELAND, OHIO

is treated, that is, from 12 to 15 per cent of the total city waste collection. The remaining 70 to 90 per cent must be separately collected and otherwise dealt with. It should also be borne in mind that the burden of separation falls upon the household, who is required to deliver the kitchen garbage free from foreign matter. The extra expense also must be considered of the separate collection and haulage of the garbage which cannot be included in the combined collection of the wastes of other classes. These conditions demand an accurate survey of the situation, and an exhaustive report by a competent engineer should be made before any municipality should undertake the construction, operation and ownership of a reduction plant.

(To be continued)

The Movement for Standardizing Statistics of Municipal Finances

By Charles F. Gettemy

Director Massachusetts Bureau of Statistics

Students of democracy are in general agreement that the ultimate success of the great experiment of free government on a continental scale inaugurated by our forefathers will depend upon its ability to stand the test put upon it in the conduct of their local affairs by the mass of people in our urban centers of population. As knowledge is the first requisite of reform, and the dissemination of accurate information relative to existing conditions is essential to enlightened public opinion, the discovery of the facts that lie at the foundation of municipal conditions is a matter of importance difficult to exaggerate. It is, therefore, one of the most encouraging signs of the times that the American public seems now to be not only willing, but eager, to have full and accurate information laid before it respecting the financial administration of our cities.

The federal government, through the Census Bureau, a few years ago began the collection on a somewhat elaborate scale of data showing the sources of revenue and the purposes for which money was expended for the cities of the United States having a population of 30,000 or over. Ohio was the first state to take action toward securing uniformity in municipal accounts and reports, the legislature in 1902 passing a law establishing a bureau for the inspection and supervision of accounts of cities, counties, townships, vil-

lages, and school districts. Massachusetts followed in 1906 with a much milder act, which provided merely for a return by the accounting officers of cities and towns of a statement of their finances to the Bureau of Statistics upon a uniform schedule to be supplied by that department; but no provision was made for establishing a uniform accounting system as a basis for these re-

turns, nor was it provided or intended that the state bureau should exercise anything in the nature of supervisory powers over either local finances or accounting methods. Since then the growth of the general movement for reform in municipal accounting systems has been quite remarkable. Indiana, at the session of her legislature in 1909, adopted a most comprehensive act following closely the Ohio law; and New York, Iowa, Washington, West Virginia, and Rhode Island have enacted legislation embodying either modifications



CHARLES F. GETTEMY, A.M.

of the Ohio law, which represents the extreme type of state supervision, or the less drastic features of the Massachusetts plan.

The Massachusetts act, at the time of its passage in 1906, was a recognition of the necessity for municipal accounting reform, but it was based upon the theory that the needed changes in methods would, in the long run, prove most effective if our public officials could be brought to make them in a measure voluntarily, after they themselves had come to appreciate their import-

ance, rather than by a radical act of legislation to attempt to force such changes prematurely upon municipalities unwilling or unable to comprehend the positive advantages of a scientific system.

Instead, therefore, of meeting the question in the manner which was theoretically most logical, namely, by providing for the general installation of a uniform system of municipal accounting throughout the Commonwealth, with annual returns to a central bureau upon a schedule based upon the accounting system, thus making possible comparable statistical presentations, the legislature made provision merely for furnishing municipal accounting officers with a schedule which was to be uniform for all cities and towns; *but there was no comprehensive preliminary attempt to secure the adoption of uniform classifications or methods in the keeping of accounts.* To devise a schedule which would be scientific in its conception and, at the same time, capable of securing classified information upon a uniform basis from the existing heterogeneous and inaccurate "systems" of municipal bookkeeping, which, like Topsy, had "just growed," and the character of which was reflected in poorly arranged, uninforming, and inaccurate auditors' and treasurers' reports, was a very difficult matter; and it imposed a task of considerable responsibility and magnitude upon the State Bureau.

The first published report embodying the results of the work of the Massachusetts Bureau of Statistics in this field was issued in September, 1908. It was brought out under great difficulties, and the experience acquired in its preparation demonstrated the necessity for devising a comprehensive plan of classifying municipal accounts, more carefully thought out

than had been done up to that time, and accompanied by proper explanatory statements for the benefit of both local officials and the public. This has recently been published in a document, the almost phenomenal demand for which well illustrates the widespread popular interest in the subject.

The functions of the Massachusetts Bureau of Statistics are, as its name implies, primarily statistical, and it has consistently treated this important subject from the statistical rather than the accounting point of view. We have found, indeed, that it is impossible to compile complete and uniformly reliable data relating to the finances of our municipalities without thorough reform in accounting methods, and that it is impossible under existing methods for many of our local officials to render an accurate and intelligent accounting to their own citizens. But while bearing in mind that accounting reform is essential to and lies at the very foundation of any scheme of dependable municipal statistics, we should not fail to remember that the public cares little for the dry forms of accounting technique. What it wants to know is how and for what purpose its money is being spent, and this information it cannot get from reports, however accurate, which are little more than mere transcripts of ledgers and cash books, accompanied by no effort to translate figures into simply arranged and readily comprehended statistical tables.

Not better accounting methods alone, but the galvanizing of the bookkeeper's figures into living object lessons that will make for a better and broader civic life,—this is the real purpose of the statistics of municipal finances we are collecting and compiling in Massachusetts.



Municipal Accounting Methods

By Everett B. Mero

Accounting for public funds by facts and figures by which citizens in general may receive truthful, understandable and serviceable information as to the intake and outflow of municipal cash,—this is a duty of public servants.

It seems such an obvious duty for city officials who have money to handle that numerous thousands of men elected and appointed to manipulate the public cash registers are failing to attend to it properly. As usual, the obvious, common sense thing to do is the one not done, or only half done, by too many office-holders.

There is a bit of popular folklore that says railroad timetables and public financial reports are mainly good to help stimulate the American brain—like the study of Sanskrit and higher mathematics, or the fourth dimension, or what might happen if Halley's comet hit the earth.

In any case there is a point of resemblance between the timetable and the financial report. The latter is supposed to show a community how to travel and when, to enable it to reach a specified destination at a certain time. For example, the report of the auditor of Makethings City for the year 1910 ought to show how much is the indebtedness of that community, how much has been expended by each department and where it came from, for the period covered by the preceding twelve months; and how much remains on hand to be spent; in addition to other facts of equal importance. From the report it ought to be easy for any intelligent citizen to find out at once what pace the city is going financially, and to determine exactly the condition of finances in each department.

"Ought to show" these things; yes; but—

Listen to these condensed specimens of what is actually found in some city and town reports:

A city treasurer in a printed document states that a certain schoolhouse loan amounts to \$37,000. Elsewhere in the same report he says it is \$73,000, which appears to be the correct amount. But in another report based on the first one he says it is \$37,000. To be sure a difference of \$36,000

isn't very much in these days—on paper,—and it may have been only misplaced figures; but the error is just as confusing to the occasional citizen who tries to induce an official report to tell him the truth as would be a similar error in a time-table.

There are places where we demand exact accuracy. Near accuracy won't serve.

Now let us glance at a small city that actually lost \$24,000 a year for eleven years without the fact showing in reports, and without the knowledge, apparently, of the officials who should have been concerned. It was a matter of overlays and abatements, coupled with uncollected taxes. The total amount of overlays was more than \$400,000 while the amount of abatements and taxes uncollected was nearly \$666,000. There was a total in excess of the overlays of over \$271,000, an average of some \$24,000 a year for the period of eleven years. This balance has been carried as available funds to be expended; and it had been expended, although not a cent of it ever came to the city treasury. This was possible without anything like what is commonly known as "graft" because the city officials looked ahead and saw this money coming, and then the city borrowed in anticipation of its coming, spending the money so borrowed. But as the money never did come, as a matter of fact, the city was losing year by year, adding the loss to its bonded indebtedness.

Another example. A city issued notes "in anticipation of taxes" to be paid into the treasury,—a common business proceeding. Then somebody accidentally found out, (some nosey old citizen, not a public official,) that the total amount of the taxes outstanding was considerably less than the amount of the notes. The municipal books did not show this condition, as they should have done, and as they would by a satisfactory system. Carelessness and unsystematic methods were responsible.

Again. An alderman took a notion to study a copy of a report the city auditor's office sent in. One side of a totaled column of figures showed \$224,000 while the other side showed \$177,000. Making inquiries

the alderman was frankly informed by the auditor that he was equally puzzled. "I've been over and over the books and can't find any error. All I know is there's a balance of \$26,000, so the report must be correct."

Another victim of the everlasting strike of figures against combining to produce desired results, a city auditor, entered this true enough statement on one of his reports: "There seems to be a small difference of a few dollars in several instances," and mailed the document to the state house, easily minded.

If things were as they should be, how pleasant would be the result. Another auditor may have had this thought in mind when he noted these words on a report:

"This schedule shows approximately the financial condition of the town if its bills were all paid and all moneys due it were collected."

That mighty little word "if."

A common trouble with most municipal financial reports is that they do not convey the information they are supposed to show. They are like some speakers who use many words to conceal such items of information as they are supposed to make public.

A fault of equal importance is that the reports of a half dozen cities, may show six groupings of departmental accounts. In one city the school department may be charged with certain expenditures that in another city are charged to an entirely different department. This naturally makes trouble when a state office, or any person who may happen to be concerned, wants to find out from a collection of reports how much is being spent for a given purpose, or how much is the relative expenditure as compared with other communities.

There was a time when the officials of Makethings City took the position that it was no business of a state bureau, and still less of the officials of any other city, how much was being spent. But nowadays it is coming to be realized that cities, like individuals, cannot live for themselves alone. The increasing disposition to apply the illumination of publicity to public affairs is helping mightily to make officials and the citizens who, in theory at least, make the officials realize the advantages of applying the lessons learned by practical experience. And Makethings City can profit by the experiences of Busymart without going through all the incidental troubles.

To systematize the accounting methods of Massachusetts municipalities so that the figures of official reports may tell more interesting stories, be of greater and more accurate benefit, and convey less false information than heretofore, is one of the functions of the Bureau of Statistics maintained by that commonwealth. It likewise secures statistics relating to the commercial, industrial, educational, social and sanitary affairs of the state. The bureau also takes the state and federal censuses for Massachusetts.

Not long ago the director of the Bureau, Mr. Charles F. Gettemy, prepared some graphic tables and diagrams and plain statement of facts which were shown to the public at the "1915" Boston Exposition last winter. This exhibit included specimen pages from reports filed with the Bureau by town and city officials, and pages from official public documents showing errors. It was educational work which attracted much attention, and which also caused some local officials to grasp for the first time the importance of the work in its bearing upon their own home conditions.

The method by which this state bureau does its work and some of the difficulties encountered were indicated by a framed placard which read as follows:

● MUNICIPAL FINANCE EXHIBIT No. 6 ●

The schedules on which municipal accounting officers were required to make returns of financial transactions to the Bureau of Statistics as of the year 1907 were mailed to every city and town in the State on April 3, 1908 (354 in all). November 1, 1909, or 19 months afterward 56 had made no return, what-
ever and of the 298 schedules received, 70 were obtained only after a visit by a special agent; and all of the schedules which were filled out and returned voluntarily by the local officials had to be edited and an effort made to check the entries and city or town reports before any tabulations could be made. Thus, from 18 days to 3 weeks' office work by expert clerks and accountants, trained for this particular work is required for each schedule.

Some of the conditions we had to encounter and are attempting to overcome in introducing systems into financial methods and in standardizing the accounts of the cities and towns of Massachusetts are illustrated in this exhibit. But we are making good here and there all over the Commonwealth in the dead weight inertia and indifference which existed three years ago with respect to municipal accounting reform. In many places the responsible local officials are joining heartily with us to **WAKE UP THE PEOPLE**, and in others the people are joining with us to **WAKE UP THE LOCAL OFFICIALS**.

To compare good and bad methods of recording official figures the bureau placed side by side a schedule from a town treasurer's report showing evidence of care and accuracy and a printed page from a town report in which appeared an item: "City of Lynn, don't know what for, \$15." In other words the town got that money but the official who recorded it did not bother to discover why. That the town had the cash seemed sufficient.

An interesting feature in the exhibit was a series of pages showing what numerous individuals had received from a municipality but giving no information to indicate for what purpose the city had spent the money. One page consisted of a partial list of persons, firms, etc., to whom money had been paid for school supplies. "But," said the explanatory note of the state bureau, "if you want to know, (and if you are a citizen of this city you ought to want to know) how much is being spent for school books, or for furniture, or for coal, or for the school committee's office expenses, you cannot possibly find out from this report."

By consulting a directory and ascertaining what some of the firms mentioned dealt in, the Bureau of Statistics may guess what some payments were for, but for many there was no clue whatever.

A similar page cut from another city report bore the caption: "This is a partial list of items given by a city auditor under the heading 'General miscellaneous expenses,' and amounting to \$5,810.01." The point is that this is a mere list of names and nothing more. Another page shown in this exhibit contained a list of names with amounts paid, the pertinent inquiry being raised as to what these bills were approved for.

These illustrations convey some idea of the troubles of the Massachusetts Bureau of Statistics while attempting pioneer work in its territory, and the need for such efforts. Still further revealing some of the problems with which the Bureau has to contend, a "Before and After" exhibit was presented. It consisted of a schedule purporting to show the financial transactions of one of the large cities of the state, and the same schedule after it had been through the hands of an expert special agent. He devoted 107 hours, or more than two and a half weeks, to preparing the schedule of 20 pages for tabulation. It was found, for example, that the city auditor who made out the report had stated \$119,000 as the amount spent for administration salaries in the fire department of his city, but when the bureau had edited the returns the amount decreased to \$49,000.

Why Is All This Bother Necessary?

It is worth while to know why an official state department devotes so much attention to such affairs. This is concisely told in the following statement by Director Gettemy of the Massachusetts Bureau, which appears on a large placard framed in the Bureau's office in the state House at Boston:

"The corner-stone of efficient municipal administration is exact statistical information, compiled so as to reflect:

1. The thoroughness with which taxes are assessed.
2. The faithfulness and industry with which revenue is collected.
3. The extent to which adequate service is rendered for expenditures.

But this information is not obtainable without:

1. System and accuracy in accounting methods.

2. An exact use of words and phrases which will have a uniform meaning throughout all departments and in all municipalities.

Isn't it about time something should be done by our cities and towns to put a stop to loose accounting methods, that some doors be locked before any more horses are stolen?"

The importance of the concluding sentence has been brought home to interested persons and communities in a variety of instances that have been reported in the newspapers within the past few months, such, for example, as the treasurer of Framingham who was able to apply to uses not those of the town he was serving many thousand dollars of official funds; and of the town collector of Wellesley whose case is recent;

● MUNICIPAL FINANCE EXHIBIT No. 7 ●

- EFFICIENT MUNICIPAL ADMINISTRATION IS LACKED
1. Statistical information, compiled so as to reflect:—
 - a. The thoroughness with which TAXES are ASSESSED
 - b. The faithfulness and industry with which REVENUE is COLLECTED
 - c. The extent to which adequate SERVICE is RENDERED for EXPENDITURES.
- BUT this information is not obtainable without:
1. SYSTEM and ACCURACY in ACCOUNTING METHODS.
 2. AN EXACT use of words and phrases which will have a UNIFORM MEANING throughout ALL departments and in ALL municipalities.
- Isn't it about time SOMETHING should be done by our cities and towns to put a stop to loose accounting methods, that SOME doors be locked before any MORE HORSES ARE STOLEN?

CONDENSED CLASSIFICATION OF MUNICIPAL RECEIPTS AND PAYMENTS.—MASSACHUSETTS BUREAU OF STATISTICS.

| RECEIPTS. | | PAYMENTS. | | | |
|---|--|--|---|--|--|
| <p>Commercial—Continued. <i>II. Privileges</i> (pp. 22-24). 1. Public Service. 2. Minor. <i>III. Departmental</i> (pp. 24-31). 1. General Government. 2. Protection of Life and Property. 3. Health and Sanitation. 4. Highways and Bridges. 5. Charities. 6. Soldiers' Benefits. 7. Education. 8. Libraries. 9. Recreation. 10. Unclassified. <i>IV. Public Service Enterprises</i> (pp. 31-33). 1. Light, Heat, and Power. a. Electric. b. Gas. 2. Water. 3. All Other. <i>V. Cemeteries</i> (pp. 33, 34). <i>VI. Administration of Invested Funds</i> (p. 34). <i>VII. Interest</i> (p. 34). NON-REVENUE. Offsets to Outlays (pp. 34, 35). <i>I. Departmental.</i> 1. General Government. 2. Protection of Life and Property. 3. Health and Sanitation. 4. Highways and Bridges. 5. Charities. 6. Education. 7. Libraries. 8. Recreation. 9. Unclassified. <i>II. Public Service Enterprises.</i> 1. Light, Heat, and Power. a. Electric. b. Gas. 2. Water. 3. All Other. <i>III. Cemeteries.</i> 1. Street and All Other Betterments not included in 1 and 2).</p> | <p>Commercial. <i>I. Special Assessments</i> (pp. 21, 22). A. To meet Expenses for — 1. Street Sprinkling. 2. Moth Extermination. 3. Other Purposes. B. To meet Outlays for — 1. Sewers. 2. Sidewalks and Curb-ing. 3. Street and All Other Betterments not included in 1 and 2).</p> | <p>Municipal Indebtedness (pp. 35-38). <i>I. Temporary Loans</i> (including tax loans). 2. Loans for General Purposes. 3. Trust Funds used. 4. Loans for Public Service Enterprises. 5. Loans for Cemeteries. 6. Bonds refunded, Current Year. 7. Premiums. 8. Unpaid Warrants or Orders of Current Year. From Sinking Funds (p. 38). Agency, Trust, and Investment Transactions (pp. 38, 39). <i>I. Agency.</i> 1. Taxes. a. State. b. Non-resident bank. c. County. 2. Liquor Licenses collected for the State. 3. Reimbursements for Abolition of Grade Crossings. 4. All Other. <i>II. Trust.</i> 1. Perpetual Care Funds. 2. Other Permanent Public Trust Funds. 3. Income for Investment. 4. Private Trust Funds and Accounts. a. Guarantee deposits. b. Protected taxes and assessments. c. Tailings. d. All other. <i>III. Investment.</i> 1. Sinking Fund Securities. 2. Investment Fund Securities.</p> | <p>Maintenance (pp. 41-42). <i>I. Departmental.</i> 1. General Government. 2. Protection of Life and Property. 3. Health and Sanitation. 4. Highways and Bridges. 5. Charities. 6. Soldiers' Benefits. 7. Education. 8. Libraries. 9. Recreation. 10. Unclassified. <i>II. Public Service Enterprises.</i> 1. Light, Heat, and Power. a. Electric. b. Gas. 2. Water. 3. All Other. <i>III. Cemeteries.</i> <i>IV. Administration of Invested Funds.</i> Interest (p. 62). Outlays (p. 62). <i>I. Departmental.</i> 1. General Government. 2. Protection of Life and Property. 3. Health and Sanitation. 4. Highways and Bridges. 5. Charities. 6. Education. 7. Libraries. 8. Recreation. 9. Unclassified. <i>II. Public Service Enterprises.</i> 1. Light, Heat, and Power. a. Electric. b. Gas. 2. Water. 3. All Other. <i>III. Cemeteries.</i> Municipal Indebtedness (pp. 62, 63). 1. Temporary Loans (including tax loans). 2. Bonds and Notes from Sinking Funds.</p> | <p>Municipal Indebtedness—Continued. 3. Bonds and Notes from Revenue. 4. Metropolitan Sinking Fund Requirements. 5. State Assessment for Abolition of Grade Crossing Loan Fund. 6. Bonds refunded, Current Year. 7. Warrants or Orders of Previous Years. To Sinking Funds (p. 63). 1. From Revenue. 2. Premiums on Municipal Bonds sold. 3. Sale of Real Estate, etc. (when paid to sinking fund). Agency, Trust, and Investment Transactions (p. 64). <i>I. Agency.</i> 1. Taxes. a. State. b. Non-resident bank. c. County. 2. Liquor Licenses remitted to State. 3. Expenditures on Account of Abolition of Grade Crossings. 4. All Other. <i>II. Trust.</i> 1. Perpetual Care Funds. 2. Other Permanent Trust Funds. 3. Income Invested. 4. Private Trust Funds and Accounts. a. Return of guarantee deposits. b. Return of protested taxes and assessments. c. Tailings. d. All other. <i>III. Investment.</i> 1. Sinking Fund Securities. 2. Investment Fund Securities.</p> | <p>RECAPITULATION — RECEIPTS. Revenue. <i>For Current Charges.</i> <i>For Outlays.</i> Offsets to Outlays. From Sinking Funds. Agency, Trust, and Investment Transactions. Total Receipts. <i>Balance on hand, beginning of year.</i> Grand Total. RECAPITULATION — PAYMENTS. Current Charges against Revenue. <i>Maintenance and Interest.</i> <i>Sinking Funds.</i> Outlays. Premiums and Offsets to Outlays paid to Sinking Funds. Debt (from sinking funds). Bonds refunded, Current Year. Temporary Loans (including warrants or orders of previous years). Agency, Trust, and Investment Transactions. Total Payments. <i>Balance on hand, end of year.</i> Grand Total.</p> |

[For the significance of this dividing line, see p. A.]

and the town of Watertown where an investigation showed that the town had lost over \$67,000 by not having its accounting system up-to-date.

There was a time when local authorities considered any sort of oversight or suggestion concerning their financial affairs to be very much more than undesirable. Most of the opposition has been overcome during the past three or four years. Now it is quite common for municipalities to welcome the aid the state bureau can offer.

As already indicated, the idea of applying to municipal affairs up-to-date business methods of keeping financial records is a matter of comparatively recent development. It is one of the elements of the widely diversified movement to raise municipal government to a higher plane of efficiency by removing possibilities for corruption, graft and other items included under the general term of bad government.

The first attempt to create a scientific basis for municipal accounts arose fifteen years ago from an organized effort of the National Municipal League to collect data showing sources of revenue and for what purposes the money was expended. The effort was made of practical value by the census bureau at Washington. The first state to take up the matter in a practical form and really accomplish something systematically was Ohio, which has occupied a leading position in this important field. The Massachusetts legislature made the work possible in that state by a law passed in 1906.

As the idea became accepted a demand followed, from city officials, for information how to apply the system in order that local accounting methods might comply with the

generally accepted standard. There has been no information of this particular nature available until February last, when the Massachusetts Bureau of Statistics published a document entitled, "A Uniform Classification of Receipts and Payments Prescribed for the Cities and Towns of Massachusetts as a basis for a standard system of accounts and reports."

This publication sets forth, in an introduction by Mr. Gettemy as well as in its subsequent pages, just what the whole movement means and toward what it is aimed. It may be called a nomenclature by the use of which Makethings City may know with exactness what Busymart is expending and be able to make comparisons such as would not be possible if each city spoke its own financial or accounting language. If the new system is followed every city that adopts it will show by official reports in exactly the same way as every other approving city where money comes from and where it goes.

It may be worth while noting that the Massachusetts standard has been approved by other cities outside the state, as for instance Freeport, Ill., whose Civic League investigated the matter some months ago and reported favorably. It has also had a favorable reception across the water. The treasurer of the county borough of West Bromwich, England, has adopted it. In an official report he declares the classification new to that country.

The "Condensed Classification of Municipal Receipts and Payments," reproduced here, is the classification referred to. It gives an idea of the Massachusetts method of assorting each class of income and expenditure into uniform channels.



Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Reactionary Greenfield

The story of civic progress cannot, unfortunately, always indicate an upward trend. In Greenfield, Mass., is now offered an example of great action and almost as great reaction. Some three years ago the Civic League of Greenfield was organized, and its work was from the start so notable that one of the officers made the surprising statement that the leaders had to manipulate the adjournment of a town meeting to keep the town from voting itself bankrupt for improvements. The work of the first year resulted in an enviable record, and the story was told far and wide as an inspiration to similar organizations elsewhere.

In just two months after public agitation was started the town, by an overwhelming vote, bought a combined playground and park. Then the record ran through cleaning up unsightly places, the removal of an old dyehouse, caring for the street trees, new street signs, persuading the railroad to erect a stack to carry away the smoke from the roundhouse, the purchase of a beautiful site and its building to be converted into a library, and, perhaps crowning all, a decision to take Rocky Mountain, the cap sheaf of the town from a topographical point of view, and its chief natural feature, as a park for the people. This is a natural promontory of wonderful beauty and it would be taken by any town with an eye to its future welfare. But here is where the people finally spelled Waterloo.

The mountain was owned by a number of people. Some of them generously offered their portions. Others who could not afford a gift offered to sell at a low price. Some decided to pinch the town, but the people used the short road to a fair deal by deciding to act under their rights and take the land through court proceedings. Every thing went well till full two-thirds of the mountain belonged to the town, and then the reaction set in. The best part yet

remains in private hands. It is well timbered and its natural features could hardly be surpassed. The park commission recommended taking it by eminent domain, but at the last moment the reactionists tied the vote, a two-thirds vote being necessary.

The timber has been for some time watched by greedy lumbermen and immediately after the town voted "no," steps were put under way to secure it. This action of the people is fatal to a proper completion of the scheme as wisely laid down, and soon it will be too late; it is perhaps so now. Such incidents must be expected; but they naturally cause that quickness of breathing and that drawing of the heart-strings which accompany the loss of a promising child, for "what might have been" will be the only recourse unless something approaching the miraculous turns up in Greenfield. Massachusetts has not for a long time seen such an unfortunate step in any of its towns.



Danville's Introspection

The Wednesday Club, a woman's organization of Danville, Va., has performed a useful service for its community. It has looked into what Danville is and has with a view to weighing its possessions and seeing what they indicate as to the nature of the place and of the people who produce and permit what was found.

The Danville people spit upon the sidewalks, doubtless too in many other dangerous places, and the women have considered the dangers incident to this custom and how they may be prevented. The mosquito and the housefly are to be found, and to these the women turn their attention with the query as to their menace and how it may be removed. Danville suffers from the presence of garbage improperly handled, and the women consider the values of the destructor system as an antidote. "Do we suffer from unnecessary noises?" is a question which shows an awakening in a new

direction. Most places suffer from unnecessary noises, but not many of them go even so far as to ask a question about it. The handbill and billboard nuisance manifests the crudity of Danville methods and the women consider ways for bettering them. "Is a cleaning day necessary in Danville this spring?" It doubtless is unless past cleanings have become self-operating and have perpetuated the condition they produced.

If this department may offer a suggestion, the women of Danville may find suggestions as to their relation to the handbill and billboard question in *THE AMERICAN CITY* for November, "Unit Associations for Billboard Suppression"; and for January, "More Snags for Billboards." In most cases of this kind an effective remedy lies with individuals until such time as communities are ready to act as such. As a matter of fact there can be no effective community action without a strong foundation in individual action.



Green Cove Springs Coming Along

Green Cove Springs, Fla., has a Village Improvement Association which is wakening things up. It has held twelve meetings during the past year, and these have been helpful in a social way, bringing the people helpfully together; but, more important still, these meetings have resulted in various movements in advance. The society, among other things, turned its attention to the somewhat neglected library. This has been kept open more days than formerly, the books have been catalogued, and new volumes have been added. A lot adjoining the library has been purchased. It was not an object of beauty, but it has been put in shape, and the stable on it has been converted into a hall suitable for the improvement society meetings and for other community matters. Money is being raised by entertainments, and part of it is to buy a piano for the high school; part of it will go into a village improvement playground, and the remainder into a building fund. Under the inspiration of this activity the society was recently presented with a gift of \$200 for its building fund and \$50 for the library. Other gifts have followed and the result is a general awakening which the people both feel and appreciate.

Glen Ridge Becoming a Leader

Some time since the people of Glen Ridge, N. J., employed Mr. John Nolen to suggest methods of improving their town. It is not of the report, an excellent one, that we now desire to speak, but of what the publication committee said when presenting it to the people, and the way the people received it and its recommendations. Said the committee:

"We should realize that, although Glen Ridge is not a large place, our position is similar to that occupied a generation ago by communities now grown large, and that by taking thought we may still avoid many of the difficulties and much of the expense that larger places must now meet. The time has come when we should understand that skill and foresight should control what so frequently has been left to chance; that there is a real art in the making of a town; and that it behooves this generation to master and practice it. With a desire to awaken such an interest in our borough as to lead to concrete achievements this report is presented to the people."

Here is thought the acceptance of which will put any town on the right track and enable it to grow right. It is the fatal tendency to wait till there is some evil to be remedied before taking action that is forcing so many of our towns into incurable positions. The tendency to cure does not grow in force in proportion to the growth of the evil to be cured. The only safe method, therefore, is to grow right while growing that there may be nothing to tear down and do over again.

Mr. Nolen's suggestions to the people of Glen Ridge are some of them already under process of fulfilment and it is the plan of the people to carry out practically all of them in the way suggested.

On top of this and to round out the institutional and civic development of the town the people have organized a civic association. This "is expected to have no hand in the politics of the place whatever, but is expected to work with and assist the powers that be, and, as outlined in the statement of its objects, 'stimulate public sentiment and further public action in behalf of all developments, public and private alike, that tend to make the community a better home, and against all developments that have the opposite tendency.'"

The organization proposes to hold itself in readiness to further any movement that comes within the range of the activities of good citizenship. In spirit and method the plans of the Glen Ridge Civic Association are ideal. If its work approach its ideal the inhabitants will have abundant cause for self-congratulation.



Abington Takes Time by the Forelock

The town of Abington, Mass., will be two hundred years old in 1912. It desires to observe its birthday in some fitting way, and knows that a holiday garb will be one of the first requirements. It knows also that this cannot be assumed over night, but that a little foresight is necessary. Having no improvement society its Board of Trade has very properly assumed the responsibility by appointing a village improvement committee. This committee addresses the citizens, in substance, as follows:

While the town has done much in the way of improvements, there is much that we as individuals can do towards making our town more attractive as a place in which to live, and which will call its desirability to the attention of others who are looking for homes. The improvement committee desires to enlist your sympathy and coöperation in all that it is trying to accomplish. It desires to do all possible for improvement within the boundaries of the town between now and 1912, so that when we celebrate we may have a town in the appearance of which we may justly take pride. To this end we outline a few suggestions (others will occur to you), and we ask you to do all you can to help:

1. Remove all rubbish and ash piles about your premises.
 2. Clear away all unsightly underbrush.
 3. Prune all trees and shrubs, cut out all dead branches. Mulch them with well-rotted manure and later spade it in.
 4. Remove or repair all old fences and buildings.
 5. Put your lawn in good condition and keep it well clipped during the growing season.
 6. See that the walks are kept free from weeds and that the edges are trimmed.
 7. Plant trees and shrubs where needed.
- If you desire suggestions as to what is best to plant and where to plant it, one of our members (an expert nurseryman is the

man they have in mind) will give advice without charge as he has opportunity.

The committee aims, in addition, to bring about the improvement of the public places, such as the station grounds, school grounds and squares and to remove unsightly objects.

For the purpose of still further arousing public interest it employed an advisor to look over the town, pick out special opportunities for improvement, prepare slides, and show these places in connection with similar situations elsewhere which had been properly handled. A lecture has been given in this connection, and the townspeople promise themselves the helpful experience of preparing an almost entirely new wardrobe for their town by the time of its two hundred anniversary.



Calgary Falling into Line

Calgary, in Alberta, is experiencing a phenomenal growth and the nature of this growth has in many respects closely paralleled that of other cities. Utility has in the main managed to get along without beauty. But the people of Calgary are seeing the results of their method, and the Horticultural Society is one of the results. This Society has recently issued the prospectus for its third annual exhibition, which will come in August when the products of the gardens are in harvest. The thing that has done perhaps more than any other in the way of awakening interest and stimulating effort is the offering of \$1,000 in prizes for plants, flowers, fruits, vegetables, decorative designs, lawns, trees and gardens. The "Grand Champion Prize" of \$100 goes to the owner of the best composite garden. But every one is encouraged and considerable ingenuity has been manifested in an effort to give every one a substantial chance. "Lots too stony to be plowed or dug" fall in one class and indicate something of a handicap. But even here there are prizes of \$15, \$25 and \$35. Tenants paying less than \$20 per month rent fall into one class, and special credit is given for any attempt to hide or beautify, by the use of flowers, vines or shrubs, any unsightly object which, as a tenant, it is impossible for the competitor to remove. Ground not previously cultivated makes another class, and still further stimulates activity. Conditions, in other

words, are not allowed to bar any one, the aim being to develop general interest and improve the appearance of the city as a whole.

Besides this special work the Society gives much time to the consideration of general problems, such as the native flowers of southern Alberta; lawns, how to make and keep them; the amateur with his 50-foot lot; growing vegetables for pleasure and profit; noxious weeds in cities and how to eradicate them, and so on. The Society conducts experiments and in all ways possible endeavors to promote the useful and the beautiful along horticultural lines. Calgary will show the results of these efforts, and they will prove permanent.



Hamilton, Sane and Progressive

The citizens of Hamilton, Ohio, decided some time ago that they would not be responsible for adding to the annual "slaughter of the innocents." They planned to have a "safe and sane" Fourth of July, and then, to quell the riot of the commercial interests, raised by popular subscription \$500 and bought all the fireworks in the town, and forthwith passed an ordinance prohibiting the sale of any more. On the evening of the Fourth a public demonstration will take place in the park, where pyrotechnics will be used under expert supervision. Hamilton proposes to make it possible for her children to live for their town and celebrate from year to year the independence of their country, instead of offering them up as mangled sacrifices to bad judgment and commercialism. This movement for a safe and sane Fourth is making great progress, but there are thousands of places whose citizens have not taken time to consider it and whose children are doomed when next Fourth arrives.



Keeping Old Routes Alive

The people of Vermont, descendants of the first settlers of the state, are manifesting a proper and helpful spirit in marking various points of interest on the military road built by the British from Charlestown, N. H., on the Connecticut River, to Crown Point and Fort Ticonderoga. It was high time for the enterprise to be put under way, as it has been with the greatest difficulty

that many parts of the road have been traced. The patching together of the memories of many people and much investigation have been necessary to complete the task.

It was fitting that this be done, not only because of the local sentiment associated with the road, but because of the important part played by it in securing British ascendancy in North America.

Among the most recent markings are those at Twenty-mile Encampment, Cavendish, Vt.; and at the site of the Ferry and Blockhouse, Springfield, Vt. The tablet on the marker at Twenty-Mile Encampment shows the purpose of the markers and epitomises the history of the road:

ON THE MEADOW NEAR THIS SPOT

WAS LOCATED THE

TWENTY MILE ENCAMPMENT

ON THE LINE OF THE

BRITISH MILITARY ROAD

BUILT BY ORDER OF GENERAL AMHERST

FROM FORT NO. 4 (CHARLESTOWN, N. H.)

TO CROWN POINT AND FORT TICONDEROGA
CONSTRUCTION BEGUN OCTOBER, 1759, AT
LAKE CHAMPLAIN BY MAJ. JOHN HAWKES:

EASTERN PART FROM CONNECTICUT

RIVER TO MOUNTAINS BUILT IN SPRING

OF 1760 BY COL. JOHN GOFF

THIS TABLET ERECTED 1909 BY

DESCENDANTS OF THE FIRST SETTLERS

The tablet at the Block House reads:

IN COMMEMORATION OF

THE CROWN POINT ROAD AND THE BLOCK HOUSE

AT WENTWORTH FERRY

BUILT BY GEN. AMHERST 1759-60

ERECTED BY

THE GEN. LEWIS MORRIS CHAPTER

DAUGHTERS OF THE AMERICAN REVOLUTION

1909

It is high time for the marking of such sites in many parts of the country. Only with the greatest difficulty are many of them relocated because such things have for many years been crowded from our minds by mere money-making. Our towns and villages need in their lives the sentiments kept alive by recalling such things. Let other places follow the example of Vermont and mark all that is worthy of remembrance. It is better than much of what the over-rich are offering to our communities.

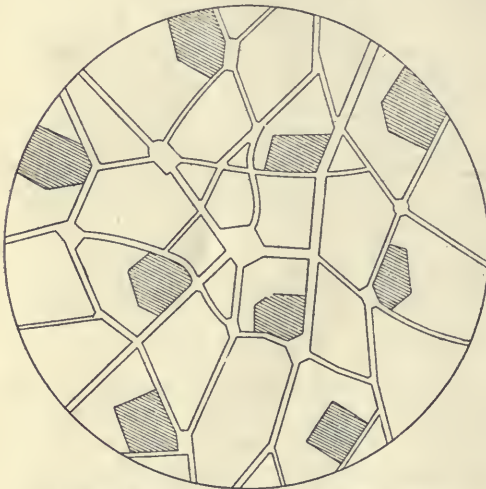
Gleanings

Edited by Mary V. Fuller

The Arrangement of City Parks

In an article in the January *Städtebau* on "The Suburbs of Paris and the New Circular Railway," M. Eugène Hénard of Paris emphasizes the principle that the play-space of city children should bear the same ratio to the entire city territory that the number of children does to the whole population. He illustrates by maintaining that if, as in Paris, the children from one to ten years of age number more than one-eighth of the population, the city should set aside at least one-eighth of her area for the health-

of healthfulness. A park should offer to those who visit it a refuge from the city's noise and from the dangers which throng crowded city quarters. Among these dangers one must place first the cloud of dust and bits of refuse which is continually stirred up by vehicles and pedestrians. In order to be a real health protection a park should extend as far as possible in all directions; it should be surrounded by a high, thick wall of trees, which should act like a filter upon clouds of dust, and which should shield the neighboring houses. It should have great sunny lawns, where children may run and play. If the crossing of the park by streets cannot be avoided, the roads

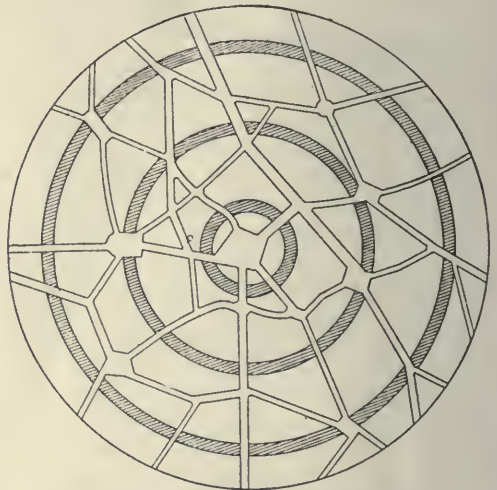


POLYGONAL ARRANGEMENT OF PARK LANDS

ful enjoyment of her little citizens, leaving the rest for the affairs of grown people.

Diagrams are given showing two different arrangements of this park area in relation to a given street plan. The first, an old and striking example of which is found in Moscow, consists in laying out the gardens in concentric rings or segments of rings around the center of the city. This arrangement, while affording space for delightful vistas, is criticized by the author from the health standpoint:

"The gardens are too narrow for their length; they are necessarily restricted, and are cut up into small parts by the great thoroughfares. This runs directly counter to the main object of the parks, which is one



BELT ARRANGEMENT OF PARK LANDS

should be bordered by trees to catch the dust stirred up by automobiles. Such a park should cover at least 25 acres."

The best example of the second plan is found in London. The parks, which are polygonal in outline, are scattered at equal distances over the city, so that they can be easily reached by all the people. The diagram shows no crossing by streets and makes clear the accessibility of the parks.



More About Open-Air Schools

In *The Survey* of April 23 Dr. Thomas Spees Carrington gives a strong argument for outdoor schools and tells how to build and equip one.

The roofs of city school buildings have been successfully used for open-air schools. Such a school is illustrated in this article. It can be built for about \$500. There is also a description and picture of the winter shelter where crippled children had their outdoor play at the Children's School Farm in New York last winter. A list is given of the clothing equipment needed by the children and the teacher, including the foot-boxes for very cold days, and two sitting-out bags, one of them designed by the author. A program for the routine of the school day closes this interesting and suggestive article.



The Economics of Recreation

The Extension Division of the University of Kansas published in January, as Number 1 of its Social Betterment Series, a bulletin on Playgrounds and Parks by Prof. Frank W. Blackmar. It contains a bibliography of three books and 29 magazine articles on this subject.

We have here a plea for the playground as a builder of character and a source of moral and social energy. While the list of cities having playgrounds increased during 1908-9 from 90 to 265, there are over 600 cities of 5,000 and more inhabitants, besides hundreds of small towns, that have no playgrounds. Parks and playgrounds are shown to be an economic necessity, and the value of supervised recreation in well-equipped gymnasiums and school playgrounds is made emphatic.



A Victory for City Housewives

Good Housekeeping for April contains Stella Walker Durham's story of "The Portland Pure Milk War."

The fight lasted a year, during which the women of the city never ceased to urge and aid the men who saw the right. The women knew the true state of affairs and they proved it. Babies were dying from impure milk in a city where all other natural conditions seemed pure and healthful. On the other side of the fight were a defiant and conscienceless dairy-and-food commissioner and his political allies, a few dairymen with tuberculous cows, and an influential newspaper. But the Mayor was aroused and a new ordinance was passed, and since the first week in January, 1910, Portland has had two dairy-and-food inspectors who have

been appointed deputies by the commissioner and who will do their work.

The days of tuberculous cows in and around Portland are numbered. It is a great victory for the persistent, intelligent women of the city.



The Schools of Two Cities

Articles by Cara Reese in the April and May issues of *Good Housekeeping* treat respectively of the St. Louis and Cincinnati school buildings.

St. Louis is in advance of some of her sister cities in her modern school buildings and large, clear, well-kept school yards, and in some of her progressive ideas. True it is that there are many fire-traps in the older buildings. These are caused by a superabundance of combustible material, by uneven floors, narrow, steep, crooked stairways and small landing turns, by crowded rooms and obstructed halls. But the city is working her way out of bad conditions.

During the remodelling of an old building or building on an old site the schools are camped out in a portable colony. The special schools for ungraded pupils are accommodated in dwelling houses. The manual training schools and the kindergartens are housed with especial care and comfort. There are no basement or cellar classrooms for grade work. In the new buildings the heating and ventilation are good.

In case of fire St. Louis prefers to depend for safety on quick dismissal by stairways rather than by exterior escapes. The new buildings are equipped with emergency fireproof stairways, some of them enclosed in indestructible glass screens. To overcome crowding at the doors some of the stairways widen as they approach the ground floor, and the doors increase in width and number as one nears the outside. Our March issue showed some of the new buildings of which St. Louis is justly proud. She is rapidly doing away with the older unsafe conditions which might humble her in time of sudden danger.

Cincinnati may well shudder at the description of the daily peril surrounding her school children. Floor bolts and locked doors imprison the pupils. The fire escapes, of the tubular variety, do not appear to be used in fire drill. The buildings are of an old, gloomy type, built to last. The dreary halls are free from obstructions, and "quick

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dismissal" would be effectual were it not for the bolts and locks. Some of the buildings have modern heating appliances, but many soft-coal stoves are used. While the halls and yards are clear, the cellars and basements are crowded with supplies and rubbish. Sharp-cornered iron sinks in dark landing turns are a menace. Cincinnati needs to wake up again and get to work to protect her dearest interests.



"No Tuberculosis in New York State in 1920!"

The progress toward the fulfillment of this hope is outlined in an article by John A. Kingsbury in the April *Review of Reviews*.

The campaign is being carried on through a committee of the State Charities Aid Association in coöperation with the New York State Department of Health, and it has been made possible by the Russell Sage Foundation. Ontario County leads in the warfare. The methods include exhibits graphically showing facts about the disease and how to prevent and cure it; phonograph lectures, the distribution of leaflets and their use in schools as text books; open-air schools, camps, sanatoria, and the services of visiting nurses.

To awaken a city to the realities of this disease requires an immense amount of unique publicity, so that at every turn all classes of people meet with reminders of prospective mass meetings or lectures and of their individual responsibility to do something *now*. This article tells how to get to work, and its illustrations help in the telling.



True Representation of the People

The April issue of *Equity* contains an article by William Hoag on "The Scientific Method of Electing the City Council."

The author believes that the main reason that our cities are not governed in the interests of all the people is that city councils are not really representative of the best interests and thought of the community. By a simple illustration he compares the "block" and "ward" systems of electing city councils and the system of the "single untransferable vote," by which each voter expresses his choice of one candidate for an office, and the ten (or whatever the number

of places to be filled may be) who stand highest in the poll are declared elected.

The two defects of this system are that the one who stands first in the list could have been elected by a smaller number of votes and is no more elected than the tenth in the list; and that those who voted for the eleventh and all the other candidates have no influence in the election. By the system of the single "transferable" vote, in use in Tasmania and South Africa, the voter numbers the names of the candidates in the order of his preference. In the resulting count, if a candidate is the first choice of more voters than are needed to elect him, the second choices of those whose first choices are not needed are counted, until another candidate receives the required number of votes, and so on, until all the places are filled. The elected officers will then be fully representative of their separate constituencies.



The Health of Our Municipalities

The February issue of the *American Journal of Public Hygiene* has a number of articles of interest to municipal health officers.

"The Saloon and the Health Officer," by H. W. Hill, shows how the political influence of the saloon hampers the conscientious performance of the medical health officer's duty. George M. Whitaker, of the United States Department of Agriculture, tells how public health regulations may be arranged and phrased to be clear, dignified, simple and legally binding. Several papers discuss the prevention, investigation and management of typhoid fever outbreaks in relation to the water and milk supplies. There are two papers showing how boards of health should control communicable disease. These are suggestive to the health officers of small communities.

Dr. George W. Goler of Rochester presents "a simple plan for the examination of a city's milk supply to determine its measurable infection or freedom from infection with tubercle bacilli." The bovine type of this germ is said to be responsible for much tuberculosis in children. This article shows how the State of New York is doing preventive work in which all cities can follow. Geraldine Steinmetz tells of "The City Milk Campaign in Hamilton, Ontario," which has had its influence all over Ontario.



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There is a description of an improved bubbling drinking fountain for use in schools and other public places.

This publication has much readable material for the progressive citizen. No one can afford to slight the kind of instruction it gives upon our most vital interests.



School Gardens and Civic Spirit

In *The Survey* for April 2 Leonora Austin Hamlin tells how South Chicago is making good citizens by putting her school children literally and happily through "a course of sprouts."

Gardening in school yards and at home has resulted in cleaning up whole neighborhoods of back yards and alleys to match the vines and flowers. The movement was started by practical talks on "How to Make a Garden," and then an instructor in gardening began his lessons in school yards, in parks and vacant lots and at the children's homes. One school developed a model training garden, which thirty-five children kept up during the summer with no outside help. Vegetables, as well as flowers, were raised for family use.

The finer qualities of the children developed with the work. The drawings of their gardens, which are reproduced with some of their descriptive letters, are both pathetic and encouraging, and other illustrations help to show the results of this campaign.



The People's Institute of New York

Jacob Riis tells in the April *Century* of the unique work of this new sort of civic organization.

Although only just entering its teens, it shows a maturity that commands respect and sometimes inspires timidity in the breasts of those who for the first time face its honest fearlessness. Its supporters represent every grade of life; its purpose is to form sane, clear public opinion based on a common understanding among men; it is "a people's forum" where sincerity presides over the testimony given; it is a bureau of censorship of all that enters the field of popular education and entertainment.

The man who first saw the vision of it all was the late Charles Sprague Smith, the influence of whose spirit is still felt in this school of citizenship. Inspired by the

nightly meetings in Cooper Union, a number of civic clubs have sprung into life. Meeting places for these are needed; why not, asks Mr. Riis, open the schoolhouses for this purpose?

The censorship of the stage and of moving-picture shows, the organization of the Marine League to insure safety on boats, regulation of public dancing-schools and skating-rinks, the Ethical-Social League, lectures, concerts, study clubs,—these are some of the activities of an organization the most widely known characteristic of which is free, frank discussion of vital problems.



Another Road Book

"Good Roads: How to Build, Preserve and Make Them Dustless" is the title of a well illustrated booklet of forty pages which will be sent free on request to readers of *THE AMERICAN CITY* who mention that fact when writing to Richard S. Childs, 383 Fourth Avenue, New York City.



A Place to Play

Plenty of room for dives and dens,
(Glitter and glare of sin!)
Plenty of room for prison pens,
(Gather the criminals in!)
Plenty of room for jails and courts,
(Willing enough to pay!)
But never a place for the lads to race,
No, never a place to play!

Plenty of rooms for shops and stores,
(Mammon must have the best.)
Plenty of room for the running sores
That rot in the city's breast!
Plenty of room for the lures that lead
The hearts of our youth astray,
But never a cent on a playground spent,
No, never a place to play!

Plenty of room for schools and halls,
Plenty of room for art;
Plenty of room for teas and balls,
Platform, stage and mart.
Proud is the city—she finds a place
For many a fad today,
But she's more than blind if she fails to find
A place for the boys to play!

Give them a chance for innocent sport,
Give them a chance for fun—
Better a playground plot than a court
And a jail when the harm is done!
Give them a chance—if you stint them now,
Tomorrow you'll have to pay
A larger bill for darker ill.
So give them a chance to play!

—Exchange.

Civics and Health

By WILLIAM H. ALLEN, Director of the Bureau of Municipal Research, formerly Secretary of the New York Committee on the Physical Welfare of School Children.

Price \$1.25

"Civics and Health" is the latest word upon one of the most important phases of municipal life. For Dr. Allen prevention is a text and the making of sound citizens a sermon.

Every vital topic relating to the common health is discussed in a most interesting and helpful way by one whose experience and knowledge give conviction to his words.

Town and City

By FRANCES GULICK JEWETT.

Price 50 cents

This book covers in simple, clear language adapted to children the topics of water supply; sewage; the disposal of ashes and rubbish; the results of overcrowding; the value of parks and public baths; epidemics; tuberculosis; pure milk; clean streets; city hospitals, etc.—subjects which never before have been presented to children. One of the Gulick Hygiene Series which offers in other volumes Good Health, Emergencies, The Body at Work and Control of Body and Mind.

Hygiene and Sanitation

By THEODORE HOUGH, Professor of Physiology in the University of Virginia, and WILLIAM THOMPSON SEDGWICK, Professor of Biology in the Massachusetts Institute of Technology.

Price \$1.25

The recent advances in our knowledge of hygiene and sanitation have made indispensable a practical and authoritative textbook of what may be called "the new physiology and hygiene." The present work has been prepared in recognition of this need. Its keynote is the right conduct of physical life, and to this end everything else is subordinated.

Education by Plays and Games

By G. E. JOHNSON, Superintendent of Playgrounds, Park and Vacation Schools, Pittsburgh, Pa.

Price 90 cents

This little volume makes a practical correlation of plays and games with moral, intellectual, and physical training. It meets a need which has arisen through the keen interest awakening everywhere in the play of children.

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T H E

Hindrances to Good Citizenship

By RIGHT HONORABLE JAMES BRYCE

BRITISH AMBASSADOR TO THE UNITED STATES

Author of "The American Commonwealth"

When a man who for thirty years has been an honored participant in the political life of his own country, and who has also been a close student of political conditions in the United States,—when such a man consents to speak to us on the hindrances to good citizenship, those who believe that good citizenship is the corner-stone of our liberties should be willing to listen.

But Mr. Bryce does more than indicate the three hindrances to good citizenship; he shows us how to overcome them. Filled with that optimism which is the result of broad experience and deep insight, this book is one from which the reader rises refreshed, encouraged and inspired to a better fulfillment of his own civic duties—or privileges, as Mr. Bryce would call them.

Price, \$1.25 Postpaid

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When ordering please address Department S.

Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

The Child of the Garden Cities

Much is being written these days about garden cities; this volume (*L'Enfant des Cités-Jardins**) alone of all we have seen tells their story as it relates to the life of children. It is part of the strong effort now being made in France to quicken interest in the promotion of healthful, uplifting city

of understanding of the heart of childhood and its needs, earnest and enthusiastic in its appreciation of progress everywhere.

The strongest appeal that can be made is through the cry of a child, and how it is being answered by park and playground, song and dance and flower, and by definite civic training is here illustrated by many



THE SLUMS OF PARIS



THE GARDEN CITY OF AMORA

A "Story Without Words" from "*L'Enfant des Cités-Jardins*"

life. It is, therefore, full of information about the progress of the movement in other countries, particularly in England and the United States, while a short closing chapter summarizes the accomplishment and the hopes and plans of the Association des Cités-Jardins de France. The book is full

an instance and many a picture of happy activity. The evidences of our own country's advance here collected make interesting reading, and we find charming accounts of the schools at Port Sunlight and Bournville and other sunny spots over-seas, with examples of the children's nature work, showing the influence of a beneficent environment. Dr. Paton's work at Bournville

* By George Benoit-Levy. Editions des Cités-Jardins de France, Paris, France, 1909. Octavo, 176 pp.; \$1.10 postpaid.

THE AMERICAN CITY SHOULD BE WELL LIGHTED

The Illuminating Engineer

is a monthly magazine devoted to the science and art of illumination, and is the only periodical in America dealing exclusively with the various problems of illumination.

The demand for better public lighting is rapidly spreading. THE ILLUMINATING ENGINEER has been vigorously promoting this worthy cause, and will give special attention to the subject during the present year. It is an indispensable aid to public officials and civic associations who are interested in public lighting.

The subscription price of The American City is \$1.00 a year.

The subscription price of THE ILLUMINATING ENGINEER is \$2.00 a year.

Both magazines will be sent to one address for one year for \$2.25 to those who subscribe within thirty days.

THE ILLUMINATING ENGINEER
15 West 38th Street NEW YORK

in developing civic character by means of boys' and girls' "life brigades" is inspiring.

Every statement of theory in this book, whether it is the function of play in teaching, where to play, how to play, the aid which music and dancing give to the harmonious development of the child, or how to make a school garden, is practically illustrated. France is only just beginning to do her part, but many of her most worthy citizens are fully awake and at work.



Housing Reform ‡

The author of this practical handbook of the problems of the tenement has a keen satire that spares not the theorist or the dabbler in schemes of reform. He riddles certain popular fallacies based on the idea that the poor are essentially different from the rich and that they, rather than their conditions, need to be improved. He explodes other theories, such as that good houses do not pay, and that the death rate is a sure evidence of good or bad housing conditions. He distinguishes between congestion and overcrowding, and between room overcrowding and land overcrowding, recognizing the difficulties in the way of relief, notably the lodger evil, for which he believes the landlord should be held responsible.

Housing reform involves a policy of prevention of future evil, of maintaining good conditions in the present and of remedying the mistakes of the past. It also has its sanitary, structural and social view-points, all of which are here dwelt upon. Emphasis is also put upon the need of knowing exact conditions and of providing administrative and financial means of enforcing law. How to start a movement for reform and how to conduct a housing investigation are made clear, and sample schedules for house inquiry are given.

The book is definite and forceful, presenting a strong argument for legislative reform, with practical instructions about getting to work and really accomplishing something. The author believes that proper housing laws in their control of the speculative builder accomplish more good than the model tenements of the philanthropist, and that American cities cannot remedy housing evils by owning and operating

tenement-houses. The principles and provisions of an adequate housing law are outlined, as well as the practical means of securing and enforcing such a law. Ways in which individuals may work are also suggested, and the education of tenants, landlords and janitors is insisted upon. The book is never dull, because it is full of human interest. Its chapter of "Dont's" makes a good summary.



Coöperation Between Schools and Journalism

The value of appeal to the eye has long been understood by the Bureau of Municipal Research, whose handbook of "School Stories"¶ is full of pictures that talk. The instant that this little volume is taken into the hand it begins to plead its cause. Believing that journalism is the greatest educator, the Bureau maintains that there should be a mutual helpfulness between schools and newspapers and magazines in order that the press may get hold of the real interests of the schools and present them forcibly to the public.

School children and their activities and problems are infinitely more interesting and important than many other topics discussed in print, but heretofore it has seemed much easier for the press to obtain every other kind of vital news, as well as vague generalities on the part of educational leaders, than to print "school stories." School news is hard to get, and the schools must employ good publicity methods if general interest in their educational and financial management is to be aroused.

School reports contain all the necessary material, but it is cold and lifeless and uninteresting in appearance, and newspapers haven't time to resuscitate it and dress it up. Every class of public and private individual is concerned in school matters. Parents, taxpayers, city officials, all kinds of civic and social leaders, philanthropists, writers and readers everywhere, should welcome a school report that tells its story attractively.

To that end the Bureau of Municipal Research has indexed the subjects of interest in the report of the New York City Schools for the year ending July 31, 1903. By this means the real life of the schools is made accessible to news-getters. Readable ar-

‡ By Lawrence Veller. Charities Publication Committee, New York, 1910. Duodecimo, 213 pages; \$1.25 postpaid.

¶ Bureau of Municipal Research, New York, 1909. Duodecimo, 88 pp.; 30 cents postpaid.

DUST—DISEASE—DEATH

The report of the United States Bureau of Labor, Bulletin No. 82, calls attention to the startling spread of infectious diseases caused by organic dust from city or village streets.

Dr. Cushman of the United States Agriculture Department in a paper read before the National Board of Health, uses this language:



"If, as doctors say, dust means dirt, dirt means disease and disease means death, dusty roads have no place in our national economics."

In the report of the Board of Health at Boston, where streets have been more or less oiled since 1906, the statistics show a steady decrease of tuberculosis and pneumonia, although the population was increased at the rate of over seven thousand per annum.

Every neighborhood in every village and in every town can absolutely suppress dust for an entire year at a cost of from two to four cents per abutting foot of property by the application of Asphaltolene with the new hand sprayer.

Send for "Bulletin X," with full particulars and instructions.

INDIVIDUAL OR NEIGHBORHOOD CLUB OUTFIT

For use by men who are unwilling to wait indefinitely for health and comfort.

Send at once and keep your streets dry and dustless, your atmosphere pure and healthy. Any neighborhood can do it itself.

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ticles of civic value can be worked up from the material thus pointed out. Stories of methods, difficulties, needs and progress, together with interesting personal items, are all made available, and pictures and diagrams make vivid every phase of the school work. Superintendents have tested the use of pictures in their reports with gratifying results. A list is given of places that issue topically indexed reports.



On the Fighting Line of Municipal Progress

The Proceedings of the Cincinnati Conference for Good City Government,[†] held last November, contains a wealth of material which definitely expresses the purpose and furthers the work of the National Municipal League—the upbuilding of American cities.

Among the papers read before this Conference are two on Immigration by Congressman William S. Bennett and Miss Grace Abbott, Director of the League for the Protection of Immigrants. A general discussion of this subject is also presented, as well as one on Police Problems, two papers on which are given by Prof. Augustus Raymond Hatton and Arthur H. Woods, former Deputy Police Commissioner of New York. School instruction in civics is treated in papers by Principal James J. Sheppard of New York and Dr. Michael M. Davis, Secretary of the People's Institute, and in general discussion. Lawrence Veiller gives "The Essential Principles of a Building Code." Harvey N. Shepard has a paper on the Boston Finance Commission, and there is one by Ernest S. Bradford on "The Commission Form of Government to Date," as well as others on charter reform. The initiative, the referendum and the recall are all treated in relation to individual places.

Other subjects covered include municipal research, budget and electoral reform, the merit system, the street railway question in New York and Cleveland, municipal health problems, crusades against graft, and the development of civic spirit. This volume is an inspiring summary of progress and an important work of reference. The classified list of municipal periodical publications will be found useful.

[†] Edited by Clinton Rogers Woodruff. National Municipal League, Philadelphia, 1909. Octavo, 489 pp.; \$4.00 postpaid.

Information for the Builder

"Cement Houses and How to Build Them[†]" contains necessary information for those who contemplate using this well-tested material, the original use of which dates back to ancient Rome and Egypt.

The advantages of cement over other building materials are first pointed out, and then follow 70 pages of classified information. Terms used are defined, as well as the kinds of cement, and specifications for Portland cement are given together with prescribed tests. The making of concrete blocks is fully discussed as to composition and methods. The same is done with cement plaster, monolithic concrete construction and reinforced concrete. How to make foundations, walls, floors, sidewalks, pavements, steps, stairs, etc., is explained.

There are chapters on the adaptability and endurance of concrete for all kinds of construction in rural communities,—for culverts, sewers, greenhouses, ice houses, cellars, tanks, silos, roofs, chimneys and fence-posts. Many views and miniature floor plans are given of various designs for concrete houses prepared by the publishers.



A Valuable Yearbook

The Book of American Municipalities[§] is the yearbook of the League of American Municipalities. The 1909 issue is the fourth annual edition, and contains valuable data from 83 cities.

This publication is meeting with appreciation from students of municipal affairs, and is especially important to city officials who desire a means of comparison of municipal statistics. The omission of portraits from this edition is a wise change, as the element of personality is superfluous in such a report. The details given cover city area, property, population, organization, finance, and the working conditions of all departments, besides items of interest to individual cities.

There is no doubt that this publication aims at perfect accuracy and efficiency in its field. In order to accomplish this it must have the careful coöperation of those from whom statistical information is re-

[†] By Wm. A. Radford. The Radford Architectural Co., Chicago, 1909. Quarto, 170 pp.; \$1.12 postpaid.

[§] Municipal Information Bureau, Chicago, 1910. Quarto, 128 pp.; \$3.58 postpaid.



JOHAN DAVEY is the "father of tree surgery." His *right* to the title has been fully and widely recognized. Great educational institutions have given it the weight of their indorsement, and leading magazines have confirmed it *after* searching investigations.

The tree surgery with which the name of John Davey is so inseparably connected, however, is a *science*, to be practiced only by *trained men*. There is a type of tree treatment to be encountered here and there which has no right to be called tree surgery—it would better be described as *tree butchery*.

The Davey tree experts *exclusively* practice the *science* of tree surgery as discovered and reduced to concrete form in the life work among the trees of John Davey. They are given a *thorough* and *rigid* training in the Davey Institute of Tree Surgery at Kent, Ohio—the *only* school of the kind in the world.

Many *crimes* against the trees are committed in the name of tree surgery. Even as the devil stole the livery of heaven to advance his selfish ends, tree butchers are masquerading as tree surgeons. Once in a while the lure of gold tempts a Davey man from his allegiance to his *profession*, and he falls to the depths of connection with the mal-practitioners of tree surgery.

The scientific basis of tree surgery as John Davey teaches it stands as an undisputed fact. The character of the instruction in its *theory* and *practice* given in the Davey Institute of Tree Surgery has been investigated and approved by high authorities. The *permanent efficiency* of the work of the Davey tree experts has been demonstrated conclusively in the most radical tests.

Ample and conclusive proof of these assertions will be cheerfully furnished by The Davey Tree Expert Company. For your own protection and for the trees' own sakes, demand *equally* complete credentials from others. Ask them in what *school of tree surgery* their workmen were trained, and to produce evidence that *their* work has stood the *test of years*.

Above all, *beware* of the man who claims to be a graduate of the Davey Institute of Tree Surgery, but not now connected with the Davey Tree Expert Company. Get *his* story why he left us, and let us give you our story why he did. Learn of the obligations our men assume when they enter our school and our employ—and then decide whether you will be safe in hiring a man who has broken his *contract* with us.

"New Life in Old Trees," by Horace McFarland, and "A Brother [to the Trees]," by Elbert Hubbard, free to tree owners.

THE DAVEY TREE EXPERT COMPANY, Inc.

376 Basswood Street, KENT, OHIO.

Representatives in principal cities from Missouri Valley eastward to the Atlantic.

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SURGERY

quested. It is unfortunate that these statistics have not a sufficiently uniform basis to make comparisons perfectly reliable. There is apparently nothing but cheerful willingness on the part of municipal officials to furnish information, but there are great difficulties in the way of the proper preparation of the information. Conditions vary so greatly in different cities that in

order to form a proper basis for comparison items must be entered on a form most carefully prepared to cover all those conditions. The cry for municipal accounting has grown imperative and is meeting with an earnest response. This publication is doing much to emphasize the need and to bring about the use of a regulation form of report.

The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the cooperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

QUESTIONS

18. **Detroit, Mich.**—I write to ask whether there is any possible way to restrict by law a residence district in a large growing city for residence purpose only. This problem is becoming more serious every year and any information you can give or any reference to any precedent would be greatly appreciated.

19. **Burlington, Vt.**—Our lake front is now owned and occupied by a few corporations, chiefly by the Railroad Companies. We are trying to obtain possession of space for a public wharf. Can you tell me whether any book, pamphlet or magazine article has ever been published setting forth the manner in which the water fronts of cities situated on navigable waters in this country are owned and occupied, and what steps have been or are now being taken to obtain possession of parts thereof for public purposes? Has any public or semi-public bureau or organization taken this matter in hand, from which information could be obtained?

the United States. It is arranged to accommodate several conventions at one and the same time if necessary, the different halls being arranged to accommodate from 8000 in the large auditorium to 1500 in two separate halls and 400 in two or three additional halls. It is being used for conventions, exhibits, concerts, mass meetings and for various other public functions.

RICHARD B. WATROUS,
Secretary American Civic Association.
Washington, D. C.

19. **Burlington, Vt.**—This is a question which is beginning to receive some adequate attention and especially in some of the western cities.

I think your correspondent would find it to his advantage if he were to communicate with W. A. Finklenburg, Winona, Minn., who has made a very remarkable improvement of the river front at that point, and with Wesley Ash, one of the Des Moines, Iowa, Commissioners, who is giving special attention to this subject at this time. Davenport, Iowa, is also taking the matter up and a letter addressed to the Commission would unquestionably bring the desired information. Calvin Tomkins, Commissioner of Docks, New York (Pier A, North River), has just issued a very interesting report on Jamaica Bay Improvements, which is suggestive. Harold A. Caparn, 156 Fifth Avenue, New York, has given attention to the subject.

Some of the publications of the American Park and Outdoor Art Association deal with this subject, and copies of this can be had of Richard B. Watrous, Secretary of the American Civic Association, the successor of the American Park and Outdoor Art Association.

CLINTON ROGERS WOODRUFF,
Secretary National Municipal League.
Philadelphia, Pa.

ANSWERS

12. **Augusta, Me.**—I would like to suggest that the people interested in Augusta look into the work of the Brookline (Mass.) gymnasium and natatorium, as a suggestion towards the possible solution of their difficulties. I understand that, in addition to the work already done, Mr. Mason, the Director, has plans for an even broader civic work. I believe Mr. Mason would welcome inquiries, and would have suggestions that would be of value to Augusta.

New York City. BERTHA FREEMAN.

16. **Minneapolis, Minn.**—The Milwaukee auditorium is in many respects one of the very best, if not the best, for its purpose in

Subject—

Municipal Accounting

¶ *Every County, City, Town, Borough—in every State—needs and requires adequate accounting methods. The officials should insist that such methods be provided.*

¶ *The contractual liability as expressed in the appropriation is aside and apart from the liquidation as expressed by the payments of the Treasurer.*

¶ *The county, city, town or municipal governing body has the power to contract obligations within certain legal restrictions.*

¶ *It is vitally important that such contracting bodies know at all times the exact status of uncontracted balances of appropriations, and should also know what indebtedness has been liquidated, together with the funds in the hands of the disbursing officer.*

¶ *Do you know this? Or does your Treasurer or Collector make a report of the cash balance on hand and attempt to distribute this to the various appropriations?*

¶ *Does he realize, and do you realize, that the cash in the hands of the Treasurer has no direct bearing on the appropriations?*

¶ *We make a specialty of municipal accounting.*

¶ *We devise and install satisfactory and uniform methods.*

¶ *Send for our representative.*

¶ *Or, write us.*

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